

## CHAPTER 12

### LABOUR, WAGES AND PRICES

For particulars of the Farm Production Price Index, see the chapter Miscellaneous. For current information on the subjects dealt with in this chapter, see the *Monthly Review of Business Statistics*, the *Digest of Current Economic Statistics* (monthly), and the *Quarterly Summary of Australian Statistics*, also the mimeographed statements *Wage Rates and Earnings*, *Consumer Price Index*, *Wholesale Price (Basic Materials and Foodstuffs) Index*, *Wholesale Prices—Price Index of Electrical Installation Materials*, and *Export Price Index*. For further information on these subjects, except the Export Price Index, see the *Labour Report* issued by this Bureau.

#### RETAIL PRICES AND PRICE INDEXES

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 and comparable information was ascertained for the month of November in each year from 1914 to 1922. The range of items for which retail prices data are obtained was considerably expanded in 1948 and in later years. Average retail prices of certain food and grocery items in current periods are published in the annual *Labour Report*.

An explanation of the nature and purposes of retail price indexes is given in the various editions of the annual *Labour Report*, together with further particulars of indexes then current. Previous retail price indexes for Australia are briefly described below. The current retail price index, entitled the Consumer Price Index, was published for the first time in August 1960. It was compiled retrospectively to 1948–49. A description of the Consumer Price Index is given on pages 330–1.

#### Previous Retail Price Indexes

Five series of retail price indexes had been compiled at various times for Australia by the Commonwealth Statistician prior to 1960. Each of these was continued until changed conditions required the compilation of indexes more directly relevant to current conditions. The respective indexes were as follows.

- (i) *The 'A' Series Index* (covering food, groceries and house rents) was first compiled in 1912 with the year 1911 as base = 1,000. It was discontinued in June 1938.
- (ii) *The 'B' Series Index* (covering food, groceries and rent of 4 and 5 roomed houses) was first compiled in 1925 and continued until December quarter 1953. It was the food and rent constituent of the 'C' Series Index and was designed to replace the 'A' Series Index for general statistical purposes.
- (iii) *The 'C' Series Index* (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking and some other miscellaneous items) was first compiled in 1921. It was last issued on its original basis for December quarter 1960. For certain transitional purposes a 'C' Series Index was issued for some quarters after that. This was calculated by varying the index numbers of December quarter 1960 in proportion to movements shown by the Consumer Price Index.
- (iv) *The 'D' Series Index*, derived by combining the 'A' and 'C' Series Indexes, was used by the Commonwealth Court of Conciliation and Arbitration from May 1933 to May 1934 and then discontinued.

- (v) *The Interim Index* (covering food and groceries, rent of 4 and 5 roomed houses, clothing, household drapery, household utensils, fuel, lighting, fares, smoking, certain services and some miscellaneous items) was first compiled in 1954 with the year 1952-53 as base = 100. As its title indicated, it was constructed as a transitional index. Its compilation was discontinued following its replacement by the Consumer Price Index in June quarter 1960.

An index of retail price movements from 1901 to 1965 is shown on page 335 of this Year Book. It is derived by linking together successive indexes (the 'A' Series, the 'C' Series and the Consumer Price Index) available for that period.

In 1937 the Commonwealth Court of Conciliation and Arbitration introduced a 'Court' Index for the purpose of its system of making automatic quarterly adjustments to the basic wage within its jurisdiction. By decision of the Court the 'Court' Index ceased to be issued by the Industrial Registrar as at December quarter 1953. These 'Court' Index numbers were an arithmetical conversion of the 'C' Series Retail Price Index.

### Consumer Price Index

This retail price index was first compiled in 1960, retrospectively to September quarter 1948. A full description of the index is given in *Labour Report* No. 51, 1964.

#### Origin

The list of component items and the weighting pattern of the 'C' Series Retail Price Index, first adopted in 1921, were slightly revised by Conference of Statisticians in 1936, but otherwise continued almost unchanged until the index was discontinued in 1960. The reasons for this, and the circumstances which led to the present Consumer Price Index, appear from ensuing paragraphs.

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 in the pattern of expenditure. This rendered changes desirable but made 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 of household expenditure in those years.

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. This was done to facilitate review of the component items and weighting system of the 'C' Series Retail Price Index in the light of the new pattern of wage-earner expenditure and consumption that appeared to be emerging. But there supervened, in the next few years, conditions which caused wide price dispersion coupled with a very rapid rise in prices and a new sequence of changes in consumption and in the pattern of wage-earner expenditure. Under these conditions it was not possible to devise any new weighting pattern likely to be more continuously representative of conditions then current than was the existing 'C' Series Retail Price Index on the 1936 revision.

A Conference of Statisticians considered the matter in June 1953, and resolved (in part) as follows:

- (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.'

The 'C' Series Index continued to be compiled on its pre-war basis without significant change in procedures. The Interim Retail Price Index was introduced in 1954 and continued until March quarter 1960.

The Interim Index was a transitional index designed to measure retail price variations on the 'C' Series model in terms of post-war consumption weights as emerging in the early 1950's. It embraced a wider range of commodities and services than did the 'C' Series Retail Price Index, but it did not take into account successive major changes in the pattern of expenditure and modes of living that began to occur early in 1950 and through to 1960. These changes could not, in fact,

be detected and measured promptly, and incorporated into an index concurrently with their happening. Nor was it envisaged as desirable to adopt fundamentally new procedures in price index construction until it was fully evident that far-reaching procedural changes were necessary to meet the situation that had developed between about 1950 and 1960.

In this period home-owning largely replaced house-renting, the use of the motor car greatly increased and partly replaced use of public transport, and various items of electrical household equipment and television came into widespread use. The impact of these (and other) changes in usage upon the pattern of household expenditure was heightened by disparate movements in prices. Together, they rendered nugatory the attempt to meet the situation by devising a single Interim Retail Price Index. As studies progressed and new data became available, it was clear that no single list of items and no single set of fixed weights would be adequately representative as a basis for measuring retail price changes at all times throughout the post-war period. In consequence, the situation was met by compiling the Consumer Price Index constructed as a chain of linked indexes with significant changes in composition and weighting effected at short intervals.

#### **Purpose, scope and composition**

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

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

The Consumer Price Index covers a wide range of commodities and services arranged in the following five major groups:

- Food;
- Clothing and Drapery;
- Housing;
- Household Supplies and Equipment;
- Miscellaneous.

These groups do not include every item of household spending. It is both impracticable and unnecessary for them to do so. Prices are collected regularly for specified quantities and qualities of a large and representative selection of commodities and services. Movements in the prices of these items, when combined in suitable proportions, provide a representative measure of price change as affecting a high proportion of the expenditure of wage-earner households.

#### **Structure—a chain of linked indexes**

Substantial changes have occurred in consumer usage and patterns of expenditure since the 1939-45 War. In order to keep the weighting pattern representative of current expenditures it has been necessary to construct indexes with additional items and changes in the weighting pattern at intervals, rather than on the basis of a list of items and set of weights that remained unchanged throughout the whole period covered. For the six State capital cities five series for short periods (namely, from the September quarter of 1948 to the June quarter of 1952, from the June quarter of 1952 to the June quarter of 1956, from the June quarter of 1956 to the March quarter of 1960, from the March quarter of 1960 to the December quarter of 1963, and from the December quarter of 1963 onwards) have therefore been constructed and linked to form a continuous retail price index series known as the Consumer Price Index. (For information regarding these links for Canberra see *Labour Report* No. 51, 1964.)

During each period between links the items and weighting remained unchanged. At times of linking the weighting pattern was altered and new items (mainly ones that had become significant in household expenditure) were introduced. Under this method, in effect, average percentage price movements are assessed on one pattern up to the time of the link and on another pattern thereafter. The process of linking ensures that the series reflects only price variations and not differences in cost of the old and new lists of items. The introduction of new items and weights by linking does not, of itself, raise or lower the level of the index.

### Tabular statements of Retail Price Index Numbers

#### Consumer Price Index

The index has been compiled for each quarter from September quarter 1948, and for each year from 1948-49. 'All Groups' index numbers and 'Group' index numbers for each of the five major groups are compiled and published regularly for the six State capital cities separately and combined, and for Canberra. The reference base for each of these indexes is: year 1952-53 = 100.0. Figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted to avoid distortions that would occur in rounding off the figures to the nearest whole number.

Index numbers for each quarter are first issued in mimeographed statistical bulletins available from the Commonwealth Statistician about three weeks after the end of the quarter. These bulletins contain comment on the index and on significant price movements in that quarter. Tables showing index numbers for preceding quarters and years are presented.

The following table shows Consumer Price Index Numbers (Total All Groups) for the six State capital cities separately and combined and for Canberra, for periods from the year 1948-49.

#### CONSUMER PRICE INDEX: ALL GROUPS INDEX NUMBERS SIX STATE CAPITAL CITIES AND CANBERRA, YEARS 1948-49 TO 1964-65 AND QUARTERS MARCH 1963 TO DECEMBER 1965

(Base of each index: year 1952-53 = 100.0) (a)

The separate city indexes measure price movements within each city individually. They do not compare price levels as between cities.

Period	State Capital Cities—separately and combined							Canberra
	Six State Capital Cities(b)	Sydney	Melbourne	Brisbane	Adelaide	Perth	Hobart	
<b>Year—</b>								
1948-49 . . . . .	60.9	60.5	61.0	62.1	61.6	60.6	60.7	60.4
1949-50 . . . . .	66.0	65.6	66.2	67.1	66.2	66.2	64.7	65.1
1950-51 . . . . .	74.6	74.5	74.6	75.1	74.7	74.4	73.3	74.0
1951-52 . . . . .	91.4	91.9	91.0	91.8	91.4	90.4	90.4	91.1
1952-53 . . . . .	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1953-54 . . . . .	102.0	101.6	102.0	102.0	102.3	103.0	105.0	102.9
1954-55 . . . . .	102.6	102.3	102.0	102.9	103.5	105.2	104.9	104.2
1955-56 . . . . .	106.9	105.7	108.1	106.3	106.9	107.9	110.2	107.8
1956-57 . . . . .	113.1	112.9	114.0	112.0	111.1	112.9	116.9	113.3
1957-58 . . . . .	114.2	114.5	114.4	114.4	111.9	113.6	117.0	114.0
1958-59 . . . . .	116.0	115.3	116.6	118.2	114.5	114.7	118.7	115.4
1959-60 . . . . .	118.9	117.8	120.0	121.2	118.0	116.9	120.8	117.8
1960-61 . . . . .	123.8	122.1	125.9	125.4	122.9	121.2	127.5	121.4
1961-62 . . . . .	124.3	122.6	126.3	127.3	122.5	121.6	128.1	123.1
1962-63 . . . . .	124.5	123.2	126.2	127.7	122.1	122.2	128.0	123.4
1963-64 . . . . .	125.7	124.5	127.1	129.0	123.5	123.8	129.4	124.3
1964-65 . . . . .	130.4	128.8	132.2	133.9	128.6	127.6	133.6	128.1
<b>Quarter —</b>								
1963—March . . . . .	124.5	123.3	126.0	127.8	121.9	122.3	128.0	123.2
June . . . . .	124.9	123.7	126.4	127.9	122.5	122.8	128.2	123.4
September . . . . .	125.1	123.7	126.7	128.4	122.8	122.7	128.8	124.1
December . . . . .	125.0	123.9	126.4	128.2	122.7	123.1	129.0	123.8
1964—March . . . . .	125.8	124.6	127.1	129.2	123.5	124.2	129.8	124.2
June . . . . .	127.0	125.8	128.3	130.2	125.1	125.3	130.1	125.1
September . . . . .	128.5	127.3	129.6	131.9	126.9	126.6	131.7	126.6
December . . . . .	130.0	128.4	131.8	133.4	128.6	126.6	133.4	128.0
1965—March . . . . .	130.9	129.1	132.9	134.6	128.9	128.0	134.0	128.4
June . . . . .	132.1	130.3	134.4	135.7	129.9	129.3	135.2	129.5
September . . . . .	133.5	131.8	135.6	138.3	130.7	130.0	137.0	130.8
December . . . . .	135.2	133.3	137.2	140.0	132.7	131.7	138.8	132.3

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

The following table shows Consumer Price Index Group Index Numbers for the six State capital cities combined for periods from the year 1948-49.

CONSUMER PRICE INDEX: GROUP INDEX NUMBERS  
 WEIGHTED AVERAGE OF SIX STATE CAPITAL CITIES, YEARS 1948-49 TO 1964-65  
 AND QUARTERS MARCH 1961 TO DECEMBER 1965

(Base of each index: year 1952-53 = 100.0) (a)

Period	Food	Clothing and Drapery	Housing	Household Supplies and Equipment	Miscellaneous	All Groups
<b>Year—</b>						
1948-49 . . .	54.1	58.4	72.5	67.0	66.6	60.9
1949-50 . . .	58.6	67.4	76.1	71.1	69.6	66.0
1950-51 . . .	68.6	77.8	81.0	78.1	76.3	74.6
1951-52 . . .	89.9	93.5	89.1	92.9	92.3	91.4
1952-53 . . .	100.0	100.0	100.0	100.0	100.0	100.0
1953-54 . . .	103.5	100.7	104.8	101.6	99.9	102.0
1954-55 . . .	104.3	101.0	108.4	101.4	99.9	102.6
1955-56 . . .	110.2	102.0	115.1	101.6	105.9	106.9
1956-57 . . .	115.3	103.9	122.1	105.8	118.0	113.1
1957-58 . . .	113.3	107.0	127.3	107.5	119.7	114.2
1958-59 . . .	115.4	108.2	130.6	108.7	121.2	116.0
1959-60 . . .	119.8	109.4	135.2	109.8	123.9	118.9
1960-61 . . .	127.7	111.6	144.8	111.2	127.3	123.8
1961-62 . . .	125.5	112.8	150.7	112.7	128.1	124.3
1962-63 . . .	124.3	113.2	155.0	112.4	128.8	124.5
1963-64 . . .	126.0	114.0	159.6	111.0	129.9	125.7
1964-65 . . .	133.0	115.6	165.0	111.9	136.1	130.4
<b>Quarter—</b>						
1961—March . . .	128.6	111.7	145.7	111.3	127.5	124.2
June . . .	129.4	112.4	148.0	111.9	127.7	125.0
September . . .	128.1	112.4	148.5	112.6	127.9	124.8
December . . .	125.3	112.9	150.5	112.7	128.3	124.3
1962—March . . .	124.7	112.9	151.0	112.7	128.0	124.1
June . . .	123.7	112.9	152.6	112.8	128.2	124.0
September . . .	124.2	113.0	153.3	112.8	128.4	124.3
December . . .	124.3	113.2	154.7	112.4	128.7	124.4
1963—March . . .	124.1	113.2	155.3	112.1	129.0	124.5
June . . .	124.5	113.4	156.8	112.4	129.2	124.9
September . . .	125.0	113.7	157.9	110.6	129.7	125.1
December . . .	124.5	113.7	159.0	110.8	129.5	125.0
1964—March . . .	126.0	113.8	159.9	111.1	130.1	125.8
June . . .	128.5	114.6	161.7	111.4	130.3	127.0
September . . .	130.7	115.0	163.0	110.7	133.1	128.5
December . . .	132.1	115.4	164.4	111.3	136.5	130.0
1965—March . . .	133.1	115.8	165.3	112.5	137.3	130.9
June . . .	135.9	116.3	167.2	112.9	137.3	132.1
September . . .	139.3	116.3	168.6	113.4	137.8	133.5
December . . .	139.5	116.6	171.4	113.7	142.7	135.2
<i>1967 September</i>						<i>142.5</i>

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

The following table shows Consumer Price Index Group Index Numbers for each State capital city and for Canberra for recent years and quarters.

**CONSUMER PRICE INDEX: GROUP INDEX NUMBERS**  
**SIX STATE CAPITAL CITIES AND CANBERRA, YEARS 1948-49 TO 1964-65**  
**AND QUARTERS MARCH TO DECEMBER 1965**

*(Base of each index: year 1952-53 = 100.0) (a)*

The index numbers hereunder are designed to measure movements 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.

City	Year—						1965			
	1948-49	1952-53	1961-62	1962-63	1963-64	1964-65	Mar. qtr	June qtr	Sept. qtr	Dec. qtr
<b>FOOD GROUP</b>										
Six State Capitals(b)	54.1	100.0	125.5	124.3	126.0	133.0	133.1	135.9	139.3	139.5
Sydney	52.2	100.0	121.9	121.1	122.6	129.6	129.8	132.7	136.7	137.0
Melbourne	54.9	100.0	127.8	126.0	127.2	133.9	133.8	136.7	139.9	140.0
Brisbane	56.4	100.0	130.8	129.8	133.1	141.5	142.7	145.0	149.7	151.0
Adelaide	56.1	100.0	127.6	126.0	129.1	136.6	136.8	139.4	141.0	140.6
Perth	55.0	100.0	123.5	123.9	125.4	130.5	130.1	133.3	134.4	133.9
Hobart	56.0	100.0	129.0	127.2	128.8	134.5	135.0	137.2	140.9	142.6
Canberra	51.9	100.0	124.6	122.3	123.2	129.4	129.4	132.4	135.9	136.2
<b>CLOTHING AND DRAPERY GROUP</b>										
Six State Capitals(b)	58.4	100.0	112.8	113.2	114.0	115.6	115.8	116.3	116.3	116.6
Sydney	58.0	100.0	111.4	111.8	112.5	114.2	114.4	114.9	114.9	115.2
Melbourne	58.6	100.0	114.0	114.4	115.2	116.8	116.9	117.5	117.5	117.7
Brisbane	59.2	100.0	116.7	117.0	117.8	119.5	119.7	120.1	120.2	120.6
Adelaide	58.3	100.0	111.2	111.7	112.8	114.4	114.6	115.0	115.0	115.3
Perth	59.6	100.0	111.7	112.0	112.8	114.1	114.3	114.7	114.7	115.0
Hobart	58.0	100.0	114.0	114.5	115.1	116.7	116.9	117.3	117.2	117.5
Canberra	57.8	100.0	110.5	111.0	111.5	113.1	113.3	113.8	113.8	114.0
<b>HOUSING GROUP</b>										
Six State Capitals(b)	72.5	100.0	150.7	155.0	159.6	165.0	165.3	167.2	168.6	171.4
Sydney	74.2	100.0	147.5	153.4	160.1	166.6	166.8	168.3	168.7	171.1
Melbourne	76.0	100.0	157.5	161.1	164.5	169.2	169.4	172.4	173.3	177.1
Brisbane	67.1	100.0	140.5	144.0	145.2	149.0	149.5	150.4	157.1	157.7
Adelaide	68.7	100.0	153.5	154.9	158.5	164.6	165.4	166.5	167.2	171.5
Perth	62.7	100.0	146.4	150.9	155.9	160.0	160.4	161.5	162.9	165.5
Hobart	70.3	100.0	163.8	168.7	174.0	180.8	182.4	183.5	184.5	185.9
Canberra	70.9	100.0	153.7	162.2	162.6	164.4	164.7	165.0	165.4	166.6
<b>HOUSEHOLD SUPPLIES AND EQUIPMENT GROUP</b>										
Six State Capitals(b)	67.0	100.0	112.7	112.4	111.0	111.9	112.5	112.9	113.4	113.7
Sydney	67.0	100.0	113.2	112.8	111.3	110.7	110.7	110.8	111.2	111.6
Melbourne	66.1	100.0	114.1	114.0	112.6	115.2	117.0	117.7	118.2	118.4
Brisbane	68.6	100.0	113.0	112.8	111.7	112.7	112.7	113.1	114.2	114.7
Adelaide	69.5	100.0	106.7	106.2	104.4	104.9	104.9	105.2	105.6	106.1
Perth	66.5	100.0	107.3	107.0	105.2	106.4	106.6	106.9	107.9	108.0
Hobart	68.1	100.0	124.3	123.8	123.8	124.5	124.3	124.9	125.6	125.2
Canberra	69.8	100.0	114.0	113.2	112.8	113.2	113.2	113.0	113.3	113.4
<b>MISCELLANEOUS GROUP</b>										
Six State Capitals(b)	66.6	100.0	128.1	128.8	129.9	136.1	137.3	137.3	137.8	142.7
Sydney	67.7	100.0	127.9	129.3	130.0	135.1	135.9	135.8	136.3	140.9
Melbourne	64.4	100.0	129.3	129.7	130.8	138.3	140.1	140.1	140.5	145.1
Brisbane	69.2	100.0	133.3	134.4	135.2	140.9	141.7	142.4	143.1	147.8
Adelaide	67.2	100.0	121.9	121.6	122.3	129.6	130.2	130.2	130.7	137.3
Perth	67.7	100.0	125.3	125.5	128.5	134.2	136.0	136.2	136.4	142.8
Hobart	63.1	100.0	127.0	127.0	128.2	133.5	133.9	134.7	136.2	141.6
Canberra	69.7	100.0	121.6	121.7	124.1	129.3	130.4	130.5	130.4	135.9

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

## Retail Price Index Numbers, 1901 to 1965

The index numbers shown below are presented as a continuous series, but they give only a broad indication of long-term trends in retail price levels. They are derived by linking a number of indexes that differ greatly in scope. The successive indexes used are: from 1901 to 1914, the 'A' Series Retail Price Index; from 1914 to 1946-47, the 'C' Series Retail Price Index; from 1946-47 to 1948-49, a composite of Consumer Price Index Housing Group (partly estimated) and 'C' Series Index excluding Rent; and from 1948-49 onwards, the Consumer Price Index.

RETAIL PRICE INDEX NUMBERS, 1901 TO 1965  
SIX STATE CAPITAL CITIES COMBINED

(Base: year 1911 = 100)

Year	Index number	Year	Index number
1901 . . .	88	1933 . . .	133
1902 . . .	93	1934 . . .	136
1903 . . .	91	1935 . . .	138
1904 . . .	86	1936 . . .	141
1905 . . .	90	1937 . . .	145
1906 . . .	90	1938 . . .	149
1907 . . .	90	1939 . . .	153
1908 . . .	95	1940 . . .	159
1909 . . .	95	1941 . . .	167
1910 . . .	97	1942 . . .	181
1911 . . .	100	1943 . . .	188
1912 . . .	110	1944 . . .	187
1913 . . .	110	1945 . . .	187
1914(a) . . .	114	1946 . . .	190
1915(a) . . .	130	1947 . . .	198
1916(a) . . .	132	1948 . . .	218
1917(a) . . .	141	1949 . . .	240
1918(a) . . .	150	1950 . . .	262
1919(a) . . .	170	1951 . . .	313
1920(a) . . .	193	1952 . . .	367
1921(a) . . .	168	1953 . . .	383
1922(a) . . .	162	1954 . . .	386
1923 . . .	166	1955 . . .	394
1924 . . .	164	1956 . . .	419
1925 . . .	165	1957 . . .	429
1926 . . .	168	1958 . . .	435
1927 . . .	166	1959 . . .	443
1928 . . .	167	1960 . . .	459
1929 . . .	171	1961 . . .	471
1930 . . .	162	1962 . . .	469
1931 . . .	145	1963 . . .	472
1932 . . .	138	1964 . . .	483
		1965 . . .	502

(a) November.

## International comparisons

The following table shows index numbers of consumer (retail) prices for various countries. Except where otherwise noted, the year 1958 is taken as base (= 100). The index numbers show fluctuations in prices in each country, and do not measure relative price levels as between countries.

**INDEX NUMBERS OF CONSUMER (RETAIL) PRICES IN VARIOUS COUNTRIES  
ALL GROUPS INDEXES, 1956 TO 1965**

(Source: *Monthly Bulletin of Statistics* of the Statistical Office of the United Nations)  
(Base: year 1958 = 100)

Period	Argentina (Buenos Aires)	Australia (a)	Belgium	Brazil (Sao Paulo)	Canada	France (b)	Germany, Federal Republic	India	Indonesia (Djaka- rta)	Ireland	Italy
1956 . . .	61	96	96	73	94	85	96	90	n.a.	92	96
1957 . . .	76	99	99	87	97	-87-	98	95	n.a.	96	97
1958 . . .	100	100	100	100	100	100	100	100	(c)100	100	100
1959 . . .	214	102	101	137	101	106	101	104	126	100	100
1960 . . .	272	-106-	102	185	102	110	102	106	169	100	102
1961 . . .	309	108	103	256	103	114	105	108	209	103	104
1962 . . .	396	108	104	390	104	119	108	112	582	108	109
1963 . . .	-491-	-109-	106	675	106	105	111	115	1,254	110	117
1964 . . .	600	111	111	1,266	108	108	114	131		117	124
1965 . . .	771	116	115	2,048	111	111	118	143		123	129
1965—											
March qtr	679	114	113	1,808	110	110	116	139		121	128
June    "	728	115	115	1,991	110	111	117	139		123	129
Sept.   "	800	116	116	2,132	111	112	118	146		124	130
Dec.    "	879	118	117	2,261	112	112	119	149		124	131

Period	Japan	Nether- lands	New Zea- land	Norway	Pakistan (Kara- chi)	Philip- pines (Manila)	Republic of South Africa (d)	Sweden	Switzer- land	United King- dom	United States of Ameri- ca
1956 . . .	97	92	94	93	89	95	94	91	96	-94-	94
1957 . . .	100	98	96	95	97	97	97	95	98	97	97
1958 . . .	100	100	100	100	100	100	-100-	100	100	100	100
1959 . . .	101	102	104	-102-	97	99	101	101	99	101	101
1960 . . .	105	103	105	102	103	103	103	105	101	102	102
1961 . . .	110	105	106	105	-105-	105	105	107	103	105	103
1962 . . .	118	108	109	111	105	111	106	112	107	-110-	105
1963 . . .	127	-113-	111	114	107	117	107	115	111	112	106
1964 . . .	132	119	115	120	111	127	110	119	114	115	107
1965 . . .	142	126	119	125	117	133	114	125	121	121	109
1965—											
March qtr	137	122	118	123	116	130	112	122	116	118	108
June    "	142	127	118	125	117	126	113	123	117	121	109
Sept.   "	143	127	120	126	118	131	115	127	119	122	109
Dec.    "	144	127	121	125	118	132	115	128	121	122	110

(a) Consumer Price Index converted to base 1958 = 100 by Commonwealth Statistician. (b) Beginning 1963, new index—base: 1962 = 100. Before 1963, index for Paris. (c) Base: Average of March–December, 1958 = 100. (d) Index for Europeans only.

Note. Symbol - on each side of an index number (e.g. -95-) indicates that two series have been linked during that period. Symbol — between two index numbers indicates that it is not possible to link two series (because of change in scope, etc.) and therefore the index numbers are not comparable with each other even though they are shown on the same base period.

**WHOLESALE PRICES AND PRICE INDEXES**

Two indexes of wholesale prices of basic materials 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.

A special purpose index 'Wholesale Price Index of Electrical Installation Materials' is also published by the Bureau (see page 338). Work is proceeding on the preparation of new series of wholesale price index numbers.

A brief note on the Melbourne Wholesale Price Index, which is now obsolete, is given on page 338. After reviewing the list of items and weighting of the Melbourne Wholesale Price Index, the 1930 Conference of Statisticians resolved that a new index of wholesale prices of basic materials and foodstuffs should be compiled. This index, the Wholesale Price (Basic Materials and Foodstuffs) Index, is compiled monthly and extends back to 1928.



## Wholesale Price (Basic Materials and Foodstuffs) Index

### 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 the selected items in most Australian markets.

Commodities in the index are priced in their primary or basic form wherever possible and in respect of imported materials as nearly as may be at the point where they first make effective impact on the local price structure. Thus the prices of imported goods are not taken at the time of import, but rather on an ex-bond (or into factory) basis. Broadly, where home-consumption prices exist for local products, they have been used in this index. During the year 1950-51 wool for local manufacture was subsidized, and the home-consumption price for wool was used to calculate the index numbers shown in the table on page 338.

### 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 1964-65 contributed by each group was as follows: metals and coal, 16.82; oils, fats and waxes, 7.63; textiles, 3.13; chemicals, 3.28; rubber and hides, 1.37; building materials, 12.09; foodstuffs and tobacco, 55.68. Goods principally imported comprised 23.02 per cent. of the total aggregate in 1964-65, and goods principally home-produced, 76.98. A full list of the commodities and the quantity-multipliers (weights) is published in *Labour Report* No. 51, 1964, page 42.

### 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.

### Index numbers

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

## WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS YEARS 1928-29 TO 1964-65 AND MONTHS, 1965-66

(Base of each index: average of 3 years ended June 1939 = 100)

Period	Basic Materials							Food-stuffs and Tobacco (a)	Basic Materials and Foodstuffs		
	Metals and Coal	Oils, Fats and Waxes	Textiles	Chemicals	Rubber and Hides	Building Materials	Total		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

For footnotes see next page.

**WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS  
YEARS 1928-29 TO 1964-65 AND MONTHS, 1965-66—continued**
*(Base of each index: average of 3 years ended June 1939 = 100)*

Period	Basic Materials							Food- stuffs and Tobacco (a)	Basic Materials and Foodstuffs		
	Metals and Coal	Oils, Fats and Waxes	Tex- tiles	Chem- icals	Rubber and Hides	Build- ing Ma- terials	Total		Goods Princi- pally Im- ported (b)	Goods Princi- pally Home Pro- duced (a)	Total, All Groups (a)
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	455	317	328	415	345	325	292	352	334
1956-57 . . . . .	409	241	520	344	302	463	367	324	311	357	344
1957-58 . . . . .	398	238	437	349	280	453	355	325	301	355	339
1958-59 . . . . .	392	231	362	327	293	423	340	332	283	358	336
1959-60 . . . . .	395	225	403	331	379	431	347	348	281	375	348
1960-61 . . . . .	399	222	387	331	341	439	346	372	278	394	360
1961-62 . . . . .	392	212	400	333	302	439	340	332	270	363	336
1962-63 . . . . .	388	209	432	317	262	439	336	342	272	368	340
1963-64 . . . . .	383	207	484	286	221	473	339	352	275	376	346
1964-65 . . . . .	391	207	427	286	242	503	345	364	277	388	355
1965-66—											
July . . . . .	394	208	407	288	256	508	347	384	274	406	367
August . . . . .	392	208	406	288	271	508	347	400	275	419	376
September . . . . .	393	220	412	288	282	509	352	394	281	414	375
October . . . . .	389	219	425	326	286	508	354	379	281	404	367
November . . . . .	390	219	434	326	292	508	355	372	281	399	364
December . . . . .	390	219	436	326	301	505	355	373	280	400	365
January . . . . .	389	221	436	326	311	505	356	p371	p281	399	p364
February . . . . .	p389	221	p437	337	326	506	p358	p377	p282	p404	p368

(a) Excludes potatoes and onions from 1936-37. (b) Represents only such imported commodities as are included in the Wholesale Price Index and does not measure changes in the prices of all imports.

### Melbourne Wholesale Price Index

An index of Melbourne wholesale prices was first compiled in 1912. It related chiefly to basic materials and foods weighted in accordance with consumption in the years immediately preceding that year. Neither the list of items nor the weighting was varied, except for some changes in the building materials group in 1949. The series has some historical significance as a measure of changes, since the year 1861, in the prices of its component items combined in the proportions in which they were in common use about the year 1910. A description of the index and a list of the commodities included in it were published in *Labour Report* No. 38, 1949, pages 43-5. Index numbers up to the year 1961, the last period for which the index was compiled, were published in Year Book No. 48, 1962.

### Wholesale Price Index of Electrical Installation Materials

This special purpose index was introduced in 1964 and index numbers have been published for quarterly periods from August 1959 onwards. In addition to its use in connection with the Bureau's constant price estimates in the national accounting field, the index has a direct value as a measure of changes in aggregate cost of materials used in an important part of the building industry (other than house-building). It is compiled and published quarterly.

**Commodities and grouping**

The items in this index have been selected as representative of materials used in electrical installation in structures such as hospitals, schools, factories and multi-storied commercial buildings and flats. These items are divided into three main groups for which separate indexes are compiled in addition to the All Groups index. The combination of materials selected is fixed as to quantity and quality. A list of the components of the index is set out below with the percentage contribution of each to the All Groups index in the reference base year 1959-60.

**Price quotations**

The items are priced as at the middle of the month for which index numbers are published. The basis of pricing is the price to electrical contractors, delivered on site or into store, metropolitan area Sydney or Melbourne. The price series used relate to specific standards for each item and in some cases are combinations of prices for different makes, types, etc. The units of quantity specified as the basis for collecting prices are representative lots normally purchased by electrical contractors, inclusive of quantity discounts and packing and quantity extras, etc.

**Method of construction**

The index is a fixed-weights index with the reference base: year 1959-60 = 100. In general, the weights were derived from information relating to the values of materials used in selected representative projects in Sydney and Melbourne during the three years 1960-61 to 1962-63. The projects selected for this purpose had a minimum electrical materials and labour content of \$10,000. Selected representative items carry the weights of similar items not directly priced. The index is compiled by the method known as the weighted average of price relatives. Base period percentage value weights are applied to quarterly indexes of price movement relative to 1959-60.

**WHOLESALE PRICE INDEX OF ELECTRICAL INSTALLATION MATERIALS  
COMPOSITION AND WEIGHTING PATTERN AS AT REFERENCE BASE  
YEAR 1959-60**

Component		Percentage contribution to All Groups Index
<b>1. CONDUCTORS GROUP</b>		<b>40.00</b>
	<b>Mains—</b>	
	Insulated cables . . . . .	14.79
	Glands . . . . .	0.70
	Bare copper strand . . . . .	0.50
	Copper bus-bar . . . . .	3.50
		19.49
	<b>Circuits—</b>	
	Insulated cables and wire . . . . .	19.08
	Bare copper strand . . . . .	1.43
		20.51
<b>2. CONDUIT AND ACCESSORIES GROUP</b>		<b>25.00</b>
	<b>Conduit and ducting—</b>	
	Metal conduit . . . . .	10.79
	Metal and plastic ducting . . . . .	9.46
		20.25
	<b>Accessories—</b>	
	Metal and plastic junction boxes . . . . .	2.59
	Metal and plastic accessories—other . . . . .	2.16
		4.75
<b>3. SWITCH-BOARD AND SWITCH-GEAR MATERIAL GROUP</b>		<b>35.00</b>
	<b>Bakelite accessories—</b>	
	Mounting blocks . . . . .	0.65
	Switches . . . . .	1.40
	Terminal boxes . . . . .	0.10
		2.15
	<b>Fluorescent components and lamps—</b>	
	Fluorescent tubes and starters . . . . .	1.37
	Incandescent lamps . . . . .	0.58
		1.95
	<b>Iron clad accessories—</b>	
	Switch plug . . . . .	1.67
	Plug top . . . . .	0.64
	Other accessories . . . . .	1.30
		3.61
	<b>Switch-board accessories' components—</b>	
	Mild steel . . . . .	3.07
	Aluminium bar . . . . .	0.86
	Contactors . . . . .	4.90
	Circuit breakers . . . . .	11.00
	Other accessories . . . . .	7.46
		27.29
	<b>Total.</b> . . . . .	<b>100.00</b>

## Index numbers

Index numbers for each group of items and for all groups combined for the index of wholesale prices of electrical installation materials are given in the following table. Current index numbers are published quarterly in the mimeographed statement *Wholesale Prices—Price Index of Electrical Installation Materials*.

**WHOLESALE PRICE INDEX OF ELECTRICAL INSTALLATION MATERIALS**  
**GROUP INDEX NUMBERS, YEARS 1959-60 TO 1964-65 AND**  
**AUGUST 1959 TO FEBRUARY 1965**

*(Base of each index: year 1959-60 = 100.0) (a)*

Period	Conductors	Conduit and Accessories	Switch-board and Switch-gear Material	All Groups
<b>Year—</b>				
1959-60 . . . . .	100.0	100.0	100.0	100.0
1960-61 . . . . .	99.5	102.3	100.9	100.7
1961-62 . . . . .	98.7	102.8	99.8	100.1
1962-63 . . . . .	96.8	103.6	100.5	99.8
1963-64 . . . . .	93.2	103.7	100.8	98.5
1964-65 . . . . .	110.6	104.6	105.2	107.2
1959-60—August . . . . .	99.1	96.1	99.4	98.5
November . . . . .	99.7	100.6	99.2	99.8
February . . . . .	99.9	101.7	100.7	100.6
May . . . . .	101.3	101.7	100.7	101.2
1960-61—August . . . . .	101.1	101.9	100.9	101.2
November . . . . .	99.7	102.2	100.9	100.7
February . . . . .	98.6	102.5	100.8	100.4
May . . . . .	98.7	102.5	101.1	100.5
1961-62—August . . . . .	98.6	102.5	99.6	100.0
November . . . . .	98.6	102.5	99.7	100.0
February . . . . .	98.7	102.5	99.9	100.1
May . . . . .	98.7	103.6	99.9	100.4
1962-63—August . . . . .	97.9	103.6	100.1	100.1
November . . . . .	97.9	103.6	100.6	100.3
February . . . . .	97.9	103.6	100.6	100.3
May . . . . .	93.4	103.6	100.7	98.5
1963-64—August . . . . .	93.3	103.4	100.8	98.5
November . . . . .	93.3	103.8	100.8	98.6
February . . . . .	93.5	103.8	100.8	98.7
May . . . . .	92.6	103.8	100.9	98.3
1964-65—August . . . . .	96.4	104.4	103.8	101.0
November . . . . .	103.3	104.4	104.7	104.0
February . . . . .	121.3	104.4	106.0	111.7

(a) The figures appearing after the decimal points are inserted to avoid the distortions that would sometimes occur in rounding off the figures to the nearest whole number.

**EXPORT PRICES AND PRICE INDEXES**

**Previous Export Price Indexes**

**1901 to 1917**

An annual index of export prices has been published by the Bureau since its inception. The first index was compiled annually for the years 1901 to 1916-17. The method of computation was to select all articles of export which were recorded by units of quantity, and to apply to the quantities of these export commodities actually exported during any year the average price per unit ruling in the year 1901 (adopted as the base year). The 'total value' so obtained was divided into the total recorded value of these exports for the year concerned and the result (multiplied by 1,000) was the export price index number for that year.

**1918 to 1930**

The method was changed in 1918. Weights for all principal exports were calculated, based on the average quantities of exports for the nineteen and a half years from 1 January 1897 to 30 June 1916. To these weights were applied the 'average unit export values' of each export in successive years, and a weighted aggregative index of 'price' variations was derived. This index was published for the years 1897 to 1929-30. Particulars of this index were last published in Year Book No. 24, page 147.

**1928 to 1962**

After the 1914-18 War the relative importance of different exports changed considerably, and the pattern of exports varied considerably from year to year. For these reasons two new series of monthly export price indexes—one using fixed weights and the other using changing weights—were published in 1937, compiled back to 1928. The data on which both series were based differed from those used in the previous series of annual index numbers. The most important change was the use of actual (or calculated) export prices in place of the 'unit values' declared at the Customs. Brief notes on these two indexes are given below. A full description of both indexes was last published in Year Book No. 48, 1962, pages 500-4.

*The Fixed Weights Index.* This was a weighted aggregative index of price variations. It was compiled back to 1928, with that year taken as base. In later years it was published on the base: average of three years ended June 1939 = 100. The original weights (used for the period 1928 to 1936) were the average annual exports (production in the case of gold) during the five years 1928-29 to 1932-33. From July 1936 the weights were revised and were based on average annual exports (production in the case of gold) during the three years 1933-34 to 1935-36. This index was published from 1937 until July 1962, after which it was replaced by the current Export Price Index described below.

*The Changing Weights Index.* This index was designed for shorter period comparisons—from one or more months of the current year to the corresponding months of the previous year. In computing these index numbers the 'quantity multipliers' were the quantities actually exported (sold, in some cases) in the months (or periods) to which the index numbers related. This index was discontinued in 1962.

### **The current Export Price Index**

The current Export Price Index was first published in October 1962, but index numbers were compiled back to July 1959. The reference base of this index is: year 1959-60 = 100. This index is a fixed-weights index, and its purpose (as was that of the previous fixed-weights index) is to provide comparisons monthly, over a limited number of years, of the level of export prices of the selected items, making no allowance for variations in quantities exported. The index numbers are thus measures of price change only. The price series used in the index relate to specified standards for each commodity and in most cases are combinations of prices for a number of representative grades, types, etc. For some commodities price movements in the predominant market, or markets, are used, while for other commodities average realizations in all export markets are used. As nearly as possible, prices used are on the basis f.o.b. at the main Australian ports of export. The index is compiled by the method known as 'weighted average of price relatives'.

**Composition and weighting**

There are twenty-nine items in the current index compared with twenty items in the previous index. These twenty-nine items have constituted approximately 83 per cent of the total value of Australian exports in recent years. The weights for the current index are based on average annual values of exports during the five years 1956-57 to 1960-61.

The following table sets out a list of the items, and groups of items, in the index, together with the percentage contribution of each item and group to the All Groups index in the reference base year 1959-60. The weights used for some of the items are adjusted to cover some related commodities which are not priced directly. The most important instances of this are wool, which includes wool exported on sheepskins, and copper, zinc, lead and silver, which include the estimated metallic content of ores and concentrates exported. In the previous index the weight for gold was derived from production instead of export figures. For the period 1956-57 to 1960-61 production and exports of gold were similar, and therefore in the current index the weight for gold (as for the other items) is based on average annual exports during the period.

## EXPORT PRICE INDEX

LIST OF ITEMS AND PERCENTAGE CONTRIBUTION OF ITEMS AND GROUPS TO  
ALL GROUPS INDEX IN 1959-60

Group and item	Percentage contribution to All Groups Index in 1959-60	Group and item	Percentage contribution to All Groups Index in 1959-60
<i>Wool</i> . . . . .	50.73	Canned—Pineapples . . . . .	0.20
Meats—		Apricots . . . . .	0.11
Beef . . . . .	6.71	Peaches . . . . .	0.37
Lamb . . . . .	0.76	Pears . . . . .	0.68
Mutton . . . . .	0.59	<i>Total, dried and canned fruits</i>	2.54
Canned—Beef . . . . .	1.65	<i>Sugar</i> . . . . .	3.99
Mutton . . . . .	0.21	Hides and tallow—	
<i>Total, meats</i> . . . . .	9.92	Cattle hides . . . . .	0.72
Dairy produce—		Tallow . . . . .	0.54
Processed milk . . . . .	1.36	<i>Total, hides and tallow</i>	1.26
Butter . . . . .	4.02	Metals and coal—	
Cheese . . . . .	0.64	Coal . . . . .	0.63
Eggs . . . . .	0.47	Iron and steel . . . . .	3.48
<i>Total, dairy produce</i> . . . . .	6.49	Copper . . . . .	1.57
Cereals—		Zinc . . . . .	1.23
Wheat and flour . . . . .	10.11	Lead . . . . .	2.97
Barley . . . . .	1.77	Silver . . . . .	0.66
Oats . . . . .	0.66	<i>Total, metals and coal</i>	10.54
<i>Total, cereals</i> . . . . .	12.54	<i>Gold</i> . . . . .	1.99
Dried and canned fruits—		<i>Total</i> . . . . .	100.00
Dried—Sultanas . . . . .	1.06		
Currants . . . . .	0.12		

## Index numbers

Index numbers for each of the groups and 'All Groups' are shown in the table on page 343. The yearly index numbers are simple averages of the twelve monthly index numbers in each year.

## Link between current and previous indexes

In order to show approximate movements in export prices over a long period, the 'All Groups' indexes of the previous and current series have been linked together at the year 1959-60, the earliest year for which the new index has been compiled. The table on page 344 shows this linked series and a long-term price index for wool, which is the most important single component in the movement of the 'All Groups' index.

## EXPORT PRICE INDEX NUMBERS

YEARS 1959-60 TO 1964-65 AND MONTHS JULY 1962 TO FEBRUARY 1966

(Base of each index: year 1959-60 = 100)

Period	Wool	Meats	Dairy Produce	Cereals	Dried and Canned Fruits	Sugar	Hides and Tallow	Metals and Coal	Gold	All Groups
1959-60 . . . . .	100	100	100	100	100	100	100	100	100	100
1960-61 . . . . .	92	104	82	99	99	101	92	97	100	95
1961-62 . . . . .	97	100	81	106	95	91	84	91	100	96
1962-63 . . . . .	104	101	88	107	90	107	72	89	100	101
1963-64 . . . . .	120	105	93	107	98	175	73	101	100	114
1964-65 . . . . .	102	110	94	107	p100	100	91	123	101	p105
1962-63—										
July . . . . .	98	99	85	112	90	86	76	89	100	97
August . . . . .	92	101	85	112	91	88	75	86	100	94
September . . . . .	92	102	85	111	91	86	74	87	100	94
October . . . . .	96	102	85	109	91	92	74	86	100	96
November . . . . .	98	102	88	110	91	91	74	88	100	97
December . . . . .	101	101	88	105	91	94	74	88	100	98
January . . . . .	112	101	88	105	91	93	73	88	100	104
February . . . . .	110	101	88	104	91	109	70	91	100	104
March . . . . .	112	99	90	104	89	128	69	91	100	105
April . . . . .	112	98	90	104	88	121	69	91	100	105
May . . . . .	112	100	90	104	88	128	68	90	100	105
June . . . . .	115	102	93	103	89	165	68	95	100	109
1963-64—										
July . . . . .	114	103	94	103	92	164	67	94	100	109
August . . . . .	110	103	94	102	94	165	66	96	100	107
September . . . . .	112	105	94	102	97	159	64	94	100	108
October . . . . .	117	105	94	107	98	163	68	96	100	111
November . . . . .	128	103	94	107	99	198	74	96	100	118
December . . . . .	126	100	94	109	100	187	74	101	100	117
January . . . . .	128	99	92	111	100	205	73	104	100	119
February . . . . .	130	101	91	111	100	191	73	104	100	120
March . . . . .	130	106	91	109	98	192	74	103	100	120
April . . . . .	121	111	92	109	99	165	78	106	100	115
May . . . . .	110	113	92	108	99	166	79	111	100	110
June . . . . .	112	110	92	108	101	146	81	111	100	110
1964-65—										
July . . . . .	112	109	92	109	101	139	81	114	100	110
August . . . . .	112	110	92	110	100	122	83	117	100	110
September . . . . .	110	109	92	111	100	113	85	119	101	109
October . . . . .	108	110	93	112	100	104	87	123	101	109
November . . . . .	107	110	95	110	100	102	89	126	101	108
December . . . . .	101	111	95	104	100	94	90	126	101	104
January . . . . .	98	112	95	106	100	89	90	124	101	102
February . . . . .	99	111	95	104	100	86	93	128	101	103
March . . . . .	94	110	95	104	100	85	94	129	101	101
April . . . . .	94	111	96	104	100	83	98	127	101	101
May . . . . .	96	112	93	104	100	91	100	122	101	101
June . . . . .	96	110	91	104	p100	91	99	117	101	p100
1965-66—										
July . . . . .	98	114	90	104	p102	101	100	117	101	p102
August . . . . .	98	115	89	104	p102	107	102	117	101	p102
September . . . . .	99	116	89	105	p101	100	101	118	101	p103
October . . . . .	105	114	88	106	p102	93	99	120	100	p106
November . . . . .	108	116	88	106	p101	85	100	120	100	p107
December . . . . .	108	p117	87	107	p102	82	190	122	100	p108
January . . . . .	108	p118	85	109	p102	p78	109	p122	100	p108
February . . . . .	p108	p121	84	109	p102	p84	121	p121	100	p108

**EXPORT PRICE INDEX NUMBERS—LINKED SERIES  
1936-37 TO 1964-65**

*(Base of each index: Year 1959-60 = 100)*

Period	Wool	All Groups	Period	Wool	All Groups
1936-37 . . .	29	30	1951-52 . . .	133	125
1937-38 . . .	23	27	1952-53 . . .	145	128
1938-39 . . .	19	22	1953-54 . . .	145	125
1939-40 . . .	23	26	1954-55 . . .	127	114
1940-41 . . .	24	28	1955-56 . . .	109	105
1941-42 . . .	24	28	1956-57 . . .	136	117
1942-43 . . .	28	30	1957-58 . . .	111	102
1943-44 . . .	28	31	1958-59 . . .	85	90
1944-45 . . .	28	34	1959-60 . . .	100	100
1945-46 . . .	28	39	1960-61 . . .	92	95
1946-47 . . .	41	54	1961-62 . . .	97	96
1947-48 . . .	68	75	1962-63 . . .	104	101
1948-49 . . .	86	88	1963-64 . . .	120	114
1949-50 . . .	111	101	1964-65 . . .	102	p105
1950-51 . . .	235	173			

**WAGES, EARNINGS AND HOURS**

**Arbitration and Wages Boards Acts and associated legislation**

Particulars regarding the operation of Commonwealth and State Laws for the regulation of wages, hours and other conditions of employment were first compiled for the year 1913, and revised particulars have appeared annually in the *Labour Report* and in issues of the Year Book prior to No. 38. A summary of the Commonwealth legislation and brief particulars of Commonwealth and State industrial tribunals are given in the following paragraphs.

**Commonwealth industrial legislation and tribunals**

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* 1904-1965.

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 State; and (b) a situation which is likely to give rise to a dispute as to industrial matters which so extends; and includes—(c) such a dispute in relation to employment in an industry carried on by, or under the control of, a State or an authority of a State; (d) a dispute in relation to employment in an industry carried on by, or under the control of, the Commonwealth or an authority of the Commonwealth, whether or not the dispute extends beyond the limits of any one State; and (e) a claim which an organization is entitled to submit to the Commission under section eleven A of the *Public Service Arbitration Act* 1920-1960 or an application or matter which the Public Service Arbitrator has refrained from hearing, or from further hearing, or from determining under section fourteen A of that Act, whether or not there exists in relation to the claim, application or matter a dispute as to industrial matters which extends beyond the limits of any one State.'

The Conciliation and Arbitration Act was extensively amended by an Act (No. 44 of 1956) assented to on 30 June 1956. This amendment altered the structure of the arbitration machinery by separating the judicial functions from the conciliation and arbitration functions. The Commonwealth Industrial Court was established to deal with judicial matters under the Act, and the Commonwealth Conciliation and Arbitration Commission to handle the functions of conciliation and arbitration. A summary of the provisions of the *Conciliation and Arbitration Act* 1904-1965 is given in the following paragraphs.



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

Special provision is made concerning the right of audience before the Commonwealth Industrial Court. Briefly, except in proceedings which, in general, involve questions of law or offences against the Act, parties are able to elect whether to appear personally or to be represented by lawyers or officials. Even in proceedings involving questions of law, except appeals from decisions by other Courts to the Industrial Court, on matters arising under this Act or the *Public Service Arbitration Act 1920-1960*, the parties may, if they wish and the Court grants leave, be represented by officials.

The Commonwealth Conciliation and Arbitration Commission at the end of 1965 was composed of a President, five Deputy Presidents, a Senior Commissioner, ten Commissioners and three Conciliators. The Commission is empowered to prevent or settle industrial disputes by conciliation or arbitration, and to make suggestions and to do such things as appear right and proper for (a) effecting a reconciliation between parties to industrial disputes; (b) preventing and settling industrial disputes by amicable agreement; and (c) preventing and settling, by conciliation or arbitration, industrial disputes not prevented or settled by amicable agreement. The Commission may exercise its powers of its own motion or on the application of a party.

The President may assign a Commissioner to deal with industrial disputes relating to particular industries, or members of the Commission to deal with a particular industrial dispute. However, subject to the approval of the President, it is the duty of the Senior Commissioner to organize and allocate the work of the Commissioners and Conciliators. When an industrial dispute occurs or is likely to occur, a Commissioner shall take steps for the prompt prevention or settlement of that dispute by conciliation or, if in his opinion conciliation is unlikely to succeed or has failed, by arbitration. A Commissioner may arrange with the Senior Commissioner for a Conciliator to assist the parties to reach an amicable agreement and shall do so if the parties so request. If an agreement is reached a memorandum of its terms shall be made in writing, and may be certified by the Commission. A certified memorandum shall have the same effect as an award.

Only the Commission in Presidential Session, that is, the Commission constituted by at least three presidential members nominated by the President, has the power to make awards, or to certify agreements, concerning standard hours, basic wages and long-service leave. Upon application by a party to an industrial dispute, a Commissioner shall consult with the President as to whether in the public interest any matter in dispute should be dealt with by a Commission constituted by not less than three members nominated by the President, at least one of whom shall be a presidential member and one, where practicable, the Commissioner concerned. The President may direct the Commission to hear the matter in dispute; however, after consideration, the Commission may refer the matter in dispute back for determination to the Commissioner originally dealing with the dispute.

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

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

Provision is also made in the Act for a presidential member of the Commission to handle industrial matters in connection with the maritime industries, the Snowy Mountains Area and the stevedoring industry, except in those matters for which the Act requires that the Commission shall be constituted by more than one member. The Commonwealth Conciliation and Arbitration Commission also deals with disputes and industrial matters, interstate or intra-state, associated with undertakings or projects of the Commonwealth Government which have been declared by the Minister to be Commonwealth projects for the purposes of this Act. In effect, this places employees of Commonwealth projects, so declared, under the jurisdiction of the Commission. The Minister has the power to exempt certain persons or classes of persons working on these projects from the jurisdiction of the Commission.

The Commission may make an award in relation to an industrial dispute concerning employees of a Commonwealth project or when the Public Service Arbitrator refrains from dealing with claims made by a Public Service employee organization or consents to the claims being presented to the Commission, though such an award may be inconsistent with a law of the Commonwealth relating to salaries, wages, rates of pay or terms or conditions of service of employees in the Public Service as defined by section three of the *Public Service Arbitration Act 1920-1960*, not being the *Commonwealth Employees' Compensation Act 1930-1964*, the *Commonwealth Employees' Furlough Act 1943-1959*, the *Superannuation Act 1922-1965* or any other prescribed Act.

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

For further particulars regarding Commonwealth arbitration legislation, see the annual *Labour Report*. For information concerning the Australian Stevedoring Industry Authority and the Coal Industry Tribunal see the Transport and Communication chapter and the Mineral Industry chapter respectively of this Year Book, and for further information on the Commonwealth Public Service Arbitrator see the *Labour Report*.

#### State industrial tribunals—New South Wales

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

#### Victoria

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

#### Queensland

Legal control was first instituted in 1908 with the passing of the Wages Boards Act. 'The *Industrial Conciliation and Arbitration Act of 1961*' established the Industrial Conciliation and Arbitration Commission and preserved and continued in existence the Industrial Court. The Industrial Court is constituted by the President (a Judge of the Supreme Court of Queensland) sitting alone, and the Full Industrial Court by the President and two Commissioners. The Conciliation and Arbitration Commission is constituted by a Commissioner sitting alone; and the Full Bench of the Commission by at least three Commissioners. Not more than five Commissioners shall be appointed. A Commissioner shall not be capable of being a member of the Executive Council or of the Legislative Assembly, and shall not take part in the management of any business.

#### South Australia

The principal tribunal is the Industrial Court of South Australia, composed of the President (a person eligible for appointment as a Judge of the Supreme Court) who may be joined by two assessors employed in the industry concerned: Deputy Presidents may also be appointed. There are also Industrial Boards for the various industries, consisting of a chairman and equal numbers

of representatives of employers and employees. Another tribunal provided for under the Industrial Code is the Board of Industry, composed of a President, who shall be the President or a Deputy President of the Industrial Court, and four Commissioners. Broadly speaking, the functions of these three tribunals are: (i) the Industrial Court delivers awards concerning workers who do not come under the jurisdiction of the Industrial Boards, appoints Boards of Reference and hears appeals from decisions of Industrial Boards and Boards of Reference; (ii) the determinations of the Industrial Boards apply to most industries in the metropolitan area; however, for employees of the Public Service, Railways, and councils of a municipality or district, determinations of Industrial Boards apply to the whole of the State; (iii) the Board of Industry declares, for the whole of the State, the 'living wage' (see page 378).

#### Western Australia

Legal control dates back to 1900. The present system of control comprises a four-man Western Australian Industrial Commission and an Industrial Appeal Court consisting of three Supreme Court judges who are nominated by the Chief Justice of Western Australia. A Commissioner may, in relation to any dispute or other matter, refer such matters to the Commission in Court Session. Similarly, appeals from decisions of a single Commissioner are heard by the other three Commissioners acting as the Commission in Court Session, but such hearings are restricted to the evidence and matters raised in the proceedings before the single Commissioner. The Commission in Court Session fixes and adjusts the basic wage. Appeals from the Commission to the Industrial Appeal Court are limited to matters which are erroneous in law or in excess of jurisdiction. The Court has the power to impose penalties for disobedience of orders made by the Commission.

The Western Australian Coal Industry Tribunal, established under the *Mining Act 1904-1965*, has power to determine any industrial matter in the coal mining industry. It consists of a chairman and four other members (two representatives each of employers and employees). Boards of reference may be appointed by the Tribunal and decisions of the Tribunal may be reviewed by the Court of Arbitration on the application of a party subject to the decision.

#### Tasmania

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

#### Incidence of industrial awards, determinations and agreements

In May 1963 a survey was conducted to ascertain the approximate proportions of employees affected by awards, determinations and registered industrial agreements under the jurisdiction of Commonwealth and State industrial authorities. The proportions of employees not so affected by awards, etc. (including those affected by unregistered industrial agreements) were also obtained. The scope, results, etc., of this survey were published in *Labour Report* No. 51, 1964, and in a mimeographed statement (S.B. 383 of 11 February 1964).

### Rates of wage and hours of work

This section contains indexes (with base: year 1954 = 100) of minimum weekly and hourly rates of wage and standard hours of work for adult males and adult females for Australia and each State. In the indexes there are fifteen industry groups for adult males and eight industry groups for adult females. For relevant periods these indexes replace cognate indexes (base: year 1911 = 1,000 for males and April 1914 = 1,000 for females) published in Year Books before No. 46, 1960. The current indexes are based on the occupation structure existing in 1954. Weights for each industry and each occupation were derived from two sample surveys made in that year. The first was the Survey of Awards in April 1954, which showed the number of employees covered by individual awards, determinations and agreements. This provided employee weights for each industry as well as a basis for the Survey of Award Occupations made in November 1954. This second survey showed the number of employees in each occupation within selected awards, etc., thereby providing occupation weights.

The industrial classification used in the current indexes, shown in the table on page 349, does not differ basically from the previous classification, the alterations being largely in the arrangement of classes. The former Pastoral, agricultural, etc., group and the Domestic part of the group Amusement, hotels, personal service, etc. are excluded from the current indexes because of coverage difficulties.

The minimum wage rates and standard hours of work used in the current indexes are for representative occupations within each industry. They have been derived entirely from representative awards, determinations and agreements in force at the end of each month or quarter, commencing with March 1939 for adult males and March 1951 for adult females. From January 1957 particulars for adult males have been available as at the end of each month. The index for adult males includes rates and hours for 3,415 award designations. However, as some of these designations are operative within more than one industry, or in more than one State, the total number of individual award occupations is 2,313. For adult females, the corresponding numbers are 1,100 and 515. Using the industry and occupation weights derived from the surveys described above, these rates and hours were combined to give weighted averages for each industry group for each State and Australia. Weighted averages of the components of the total minimum weekly wage rate, i.e. basic wage, margin and loading, were calculated separately for employees covered by Commonwealth awards, etc., and for those covered by State awards, etc. (see pages 350-1).

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

A more detailed description of the current indexes of minimum rates of wage and standard hours of work is given in the *Labour Report*, which also contains an extensive tabular presentation of the minimum rates of wage for adult males and females in the principal occupations in the capital city of each State. Further particulars of wage rates and index numbers will be found in a mimeographed statement, *Minimum Wage Rates, March 1939 to June 1965*. Current figures are published in the monthly bulletin *Wage Rates and Earnings*.

#### Weekly wage rates—adult males

The following table shows, for each State and Australia, the weighted average minimum weekly rates of wage payable to adult male workers for a full week's work, and index numbers at the dates specified.

#### WEEKLY WAGE RATES: ADULT MALES, ALL GROUPS(a), STATES DECEMBER 1945 TO 1965

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

End of December—	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aust.
RATES OF WAGE(c) (\$)							
1945 . . .	12.25	12.11	11.81	11.60	12.03	11.56	12.06
1950 . . .	20.62	20.18	19.52	19.79	20.06	19.80	20.20
1955 . . .	30.52	29.56	28.35	28.50	30.01	29.36	29.70
1960 . . .	36.28	34.99	35.07	34.22	35.81	35.15	35.50
1965 . . .	40.98	40.32	41.64	39.44	40.48	40.64	40.70
INDEX NUMBERS (Base: Weighted Average Wage Rate for Australia, 1954 = 100)							
1945 . . .	43.4	42.9	41.8	41.1	42.6	40.9	42.7
1950 . . .	73.0	71.4	69.1	70.1	71.0	70.1	71.5
1955 . . .	108.1	104.7	100.4	100.9	106.3	104.0	105.2
1960 . . .	128.5	123.9	124.2	121.2	126.8	124.5	125.7
1965 . . .	145.1	142.8	147.4	139.6	143.4	143.9	144.1

(a) Excludes rural. (b) As prescribed in awards, determinations and agreements. (c) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

The following table shows for Australia the weighted average minimum weekly rates of wage and index numbers in each industry group and for all groups (excluding rural) at the dates specified.

**WEEKLY WAGE RATES: ADULT MALES, INDUSTRY GROUPS, AUSTRALIA  
DECEMBER, 1945 TO 1965**
**WEIGHTED AVERAGE MINIMUM WEEKLY RATES(a) PAYABLE FOR A FULL WEEK'S WORK  
(EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES**

Industry group	End of December—				
	1945	1950	1955	1960	1965
<b>RATES OF WAGE(b)</b>					
(\$)					
Mining and quarrying . . . . .	13.87	25.96	36.68	41.47	48.53
Manufacturing—					
Engineering, metals, vehicles, etc. . . . .	12.22	20.17	29.48	35.02	39.65
Textiles, clothing and footwear . . . . .	11.58	19.74	28.50	34.04	38.61
Food, drink and tobacco . . . . .	11.99	20.14	29.58	35.22	40.47
Sawmilling, furniture, etc. . . . .	11.79	19.60	28.88	34.62	39.54
Paper, printing, etc. . . . .	12.77	21.42	31.25	37.92	43.01
Other manufacturing . . . . .	11.86	19.76	29.13	34.72	39.66
<i>All manufacturing groups . . . . .</i>	<i>12.07</i>	<i>20.08</i>	<i>29.41</i>	<i>35.05</i>	<i>39.87</i>
Building and construction . . . . .	11.97	19.86	29.55	35.75	41.36
Railway services . . . . .	11.78	19.58	29.09	34.65	39.91
Road and air transport . . . . .	12.16	19.79	29.42	35.25	40.68
Shipping and stevedoring(c) . . . . .	11.76	19.66	27.69	34.46	39.59
Communication . . . . .	12.38	21.33	31.65	38.49	47.46
Wholesale and retail trade . . . . .	11.94	20.08	29.78	35.71	40.43
Public authority (n.e.i.) and community and business services . . . . .	11.38	19.21	28.98	34.81	40.19
Amusement, hotels, personal service, etc. . . . .	11.52	19.23	28.36	33.73	38.53
<i>All industry groups(d) . . . . .</i>	<i>12.06</i>	<i>20.20</i>	<i>29.70</i>	<i>35.50</i>	<i>40.70</i>

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

Mining and quarrying . . . . .	49.1	91.9	129.9	146.8	171.8
Manufacturing—					
Engineering, metals, vehicles, etc. . . . .	43.3	71.4	104.4	124.0	140.4
Textiles, clothing and footwear . . . . .	41.0	69.9	100.9	120.5	136.7
Food, drink and tobacco . . . . .	42.5	71.3	104.7	124.7	143.3
Sawmilling, furniture, etc. . . . .	41.8	69.4	102.3	122.6	140.0
Paper, printing, etc. . . . .	45.2	75.9	110.7	134.3	152.3
Other manufacturing . . . . .	42.0	70.0	103.2	122.9	140.4
<i>All manufacturing groups . . . . .</i>	<i>42.7</i>	<i>71.1</i>	<i>104.1</i>	<i>124.1</i>	<i>141.2</i>
Building and construction . . . . .	42.4	70.3	104.6	126.6	146.4
Railway services . . . . .	41.7	69.3	103.0	122.7	141.3
Road and air transport . . . . .	43.0	70.1	104.2	124.8	144.0
Shipping and stevedoring(c) . . . . .	41.6	69.6	98.1	122.0	140.2
Communication . . . . .	43.8	75.5	112.1	136.3	168.0
Wholesale and retail trade . . . . .	42.3	71.1	105.4	126.4	143.2
Public authority (n.e.i.) and community and business services . . . . .	40.3	68.0	102.6	123.2	142.3
Amusement, hotels, personal service, etc. . . . .	40.8	68.1	100.4	119.4	136.4
<i>All industry groups(d) . . . . .</i>	<i>42.7</i>	<i>71.5</i>	<i>105.2</i>	<i>125.7</i>	<i>144.1</i>

(a) As prescribed in awards, determinations and agreements. (b) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends. (c) Includes the value of keep, where supplied. (d) Excludes rural.

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

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

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

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

For a more detailed description of this dissection of weekly wage rates into components and for tables for each State and Australia, according to jurisdiction, extending back to 1939, see the mimeographed statement *Minimum Wage Rates, March, 1939 to June, 1964*.

**WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL  
WAGE RATE, STATES, 31 DECEMBER 1965(a)**  
WEIGHTED AVERAGES OF MINIMUM WEEKLY RATES(b) PAYABLE FOR A FULL WEEK'S  
WORK (EXCLUDING OVERTIME)  
(\$)

Jurisdiction and component of total wage(c)	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aust.
<b>Commonwealth awards, etc.—</b>							
Basic wage . . . . .	31.36	30.73	29.94	30.35	30.83	31.21	30.92
Margin . . . . .	9.04	8.53	10.28	9.19	11.85	8.20	8.94
Loading . . . . .	0.58	0.59	0.59	0.31	0.34	0.77	0.55
<i>Total wage</i> . . . . .	<i>40.98</i>	<i>39.85</i>	<i>40.81</i>	<i>39.85</i>	<i>43.02</i>	<i>40.18</i>	<i>40.41</i>
<b>State awards, etc.—</b>							
Basic wage . . . . .	31.50	30.70	31.49	30.31	31.96	31.39	31.34
Margin . . . . .	8.38	9.83	9.70	6.96	7.62	8.74	8.77
Loading . . . . .	1.10	0.85	0.66	1.23	0.57	1.20	0.90
<i>Total wage</i> . . . . .	<i>40.98</i>	<i>41.38</i>	<i>41.85</i>	<i>38.50</i>	<i>40.15</i>	<i>41.33</i>	<i>41.01</i>
<b>All awards, etc.—</b>							
Basic wage . . . . .	31.42	30.72	31.18	30.34	31.83	31.28	31.12
Margin . . . . .	8.73	8.93	9.82	8.51	8.11	8.41	8.86
Loading . . . . .	0.83	0.67	0.64	0.59	0.54	0.95	0.72
<i>Total wage</i> . . . . .	<i>40.98</i>	<i>40.32</i>	<i>41.64</i>	<i>39.44</i>	<i>40.48</i>	<i>40.64</i>	<i>40.70</i>

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

**WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL WAGE RATE AUSTRALIA(a), DECEMBER 1939 TO 1965**
**WEIGHTED AVERAGES OF MINIMUM WEEKLY RATES(b) PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME)**

(\$)

Jurisdiction and components of total wage(c)	End of December—					
	1939	1945	1950	1955	1960	1965
<b>Commonwealth awards, etc.—</b>						
Basic wage . . . . .	7.94	9.72	16.22	23.90	27.82	30.92
Margin . . . . .	1.72	1.93	3.57	5.27	7.01	8.94
Loading . . . . .	0.04	0.42	0.39	0.23	0.31	0.55
<i>Total wage</i> . . . . .	<i>9.70</i>	<i>12.07</i>	<i>20.18</i>	<i>29.40</i>	<i>35.14</i>	<i>40.41</i>
<b>State awards, etc.—</b>						
Basic wage . . . . .	8.19	9.81	16.17	24.47	28.52	31.34
Margin . . . . .	1.73	2.00	3.52	5.05	6.84	8.77
Loading . . . . .	0.06	0.24	0.54	0.50	0.52	0.90
<i>Total wage</i> . . . . .	<i>9.98</i>	<i>12.05</i>	<i>20.23</i>	<i>30.02</i>	<i>35.88</i>	<i>41.01</i>
<b>All awards, etc.—</b>						
Basic wage . . . . .	8.07	9.77	16.19	24.18	28.16	31.12
Margin . . . . .	1.72	1.97	3.55	5.16	6.92	8.86
Loading . . . . .	0.04	0.32	0.46	0.36	0.42	0.72
<i>Total wage</i> . . . . .	<i>9.83</i>	<i>12.06</i>	<i>20.20</i>	<i>29.70</i>	<i>35.50</i>	<i>40.70</i>

For footnotes see page 350.

A table showing components of total wage rates in industry groups for Australia at the end of December each year 1945 to 1964 was published in the Appendix to *Labour Report*, No. 51, 1964.

The table below shows similar details for 31 December 1964 and 1965.

**WEEKLY WAGE RATES: ADULT MALES, COMPONENTS OF TOTAL WAGE RATE INDUSTRY GROUPS, AUSTRALIA, DECEMBER 1964 AND 1965(a)**
**WEIGHTED AVERAGE MINIMUM WEEKLY RATES(b) PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME)**

(\$)

Industry group	31 December 1964				31 December 1965			
	Basic wage	Margin	Load- ing	Total wage	Basic wage	Margin	Load- ing	Total wage
Mining and quarrying(c) . . . . .	31.27	8.91	7.30	47.48	31.48	9.66	7.39	48.53
<b>Manufacturing—</b>								
Engineering, metals, vehicles, etc. . . . .	30.98	7.63	0.27	38.88	31.07	8.32	0.26	39.65
Textiles, clothing and footwear . . . . .	30.89	6.89	0.11	37.89	30.92	7.58	0.11	38.61
Food, drink and tobacco . . . . .	30.98	7.87	0.32	39.17	31.15	8.99	0.33	40.47
Sawmilling, furniture, etc. . . . .	31.00	7.16	0.07	38.23	31.25	8.22	0.07	39.54
Paper, printing, etc. . . . .	31.11	10.90	0.18	42.19	31.06	11.84	0.11	43.01
Other manufacturing . . . . .	31.03	7.28	0.47	38.78	31.13	8.08	0.45	39.66
<i>All manufacturing groups</i> . . . . .	<i>30.99</i>	<i>7.70</i>	<i>0.28</i>	<i>38.97</i>	<i>31.09</i>	<i>8.51</i>	<i>0.27</i>	<i>39.87</i>
<b>Building and construction . . . . .</b>	<b>31.00</b>	<b>7.56</b>	<b>1.58</b>	<b>40.14</b>	<b>31.20</b>	<b>8.44</b>	<b>1.72</b>	<b>41.36</b>
Railway services . . . . .	30.94	7.21	0.31	38.46	31.21	8.30	0.40	39.91
Road and air transport . . . . .	31.00	8.03	0.02	39.05	31.15	9.51	0.02	40.68
Shipping and stevedoring(d) . . . . .	30.83	7.98	0.04	38.85	30.87	8.67	0.05	39.59
Communication . . . . .	30.79	13.32	0.58	44.69	30.78	16.05	0.63	47.46
Wholesale and retail trade . . . . .	30.98	8.18	0.38	39.54	31.16	8.88	0.39	40.43
Public authority (n.e.i.) and community and business services . . . . .	30.95	7.59	0.30	38.84	31.14	8.74	0.31	40.19
Amusement, hotels, personal services, etc. . . . .	30.96	6.52	0.04	37.52	31.06	7.42	0.05	38.53
<i>All industry groups</i> . . . . .	<i>30.99</i>	<i>7.94</i>	<i>0.69</i>	<i>39.62</i>	<i>31.12</i>	<i>8.86</i>	<i>0.72</i>	<i>40.70</i>

(a) Excludes rural. The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends. For definitions of basic wage, margin and loading see text, page 350.

(b) As prescribed in awards, determinations and agreements. (c) For mining, the average rates of wage are those prevailing at the principal mining centres in each State. They include lead bonuses, etc. (d) Average rates of wage are for occupations other than masters, officers and engineers in the Merchant Marine Service, and include the value of keep, where supplied.

## Weekly wage rates—adult females

The following table shows, for each State and Australia, the weighted average minimum weekly rates of wage payable to adult female workers for a full week's work, and index numbers at the dates specified. This series has not been compiled for years prior to 1951.

**WEEKLY WAGE RATES: ADULT FEMALES, STATES, DECEMBER 1951 TO 1965**  
**WEIGHTED AVERAGE MINIMUM WEEKLY RATES(a) PAYABLE FOR A FULL WEEK'S WORK (EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES**

End of—	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aust.
<b>RATES OF WAGE(b) (\$)</b>							
December, 1951 . . .	17.23	17.22	16.12	17.02	16.25	16.55	17.03
„ 1953 . . .	20.05	20.13	18.82	19.91	19.02	19.72	19.88
„ 1955 . . .	20.97	21.04	19.42	20.18	19.78	20.00	20.69
„ 1960 . . .	26.12	24.66	23.93	24.29	25.12	23.88	25.17
„ 1965 . . .	29.81	28.45	29.15	27.73	28.69	27.95	29.04

## INDEX NUMBERS

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

December, 1951 . . .	86.6	86.5	81.0	85.5	81.6	83.2	85.6
„ 1953 . . .	100.7	101.1	94.5	100.0	95.5	99.0	99.8
„ 1955 . . .	105.3	105.7	97.6	101.3	99.3	100.5	103.9
„ 1960 . . .	131.2	123.9	120.2	122.0	126.2	120.0	126.4
„ 1965 . . .	149.7	142.9	146.4	139.3	144.1	140.4	145.9

(a) As prescribed in awards, determinations and agreements. (b) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

The following table shows for Australia weighted average minimum weekly rates of wage and index numbers in each of the industry groups in which the number of females employed is important, and the weighted average for all groups combined, at the dates specified.

**WEEKLY WAGE RATES: ADULT FEMALES, INDUSTRY GROUPS, AUSTRALIA**  
**DECEMBER 1951 TO 1965**

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

Industry group	End of December—				
	1951	1953	1955	1960	1965
<b>RATES OF WAGE(b) (\$)</b>					
<b>Manufacturing—</b>					
Engineering, metals, vehicles, etc. . . .	17.09	20.06	20.65	24.98	28.55
Textiles, clothing and footwear . . . .	17.12	19.88	20.09	24.07	27.25
Food, drink and tobacco . . . .	16.58	19.45	20.68	24.63	28.28
Other manufacturing . . . .	16.88	19.76	20.36	24.80	28.43
<i>All manufacturing groups</i> . . . .	<i>16.99</i>	<i>19.82</i>	<i>20.33</i>	<i>24.46</i>	<i>27.87</i>
<b>Transport and communication . . . .</b>	<b>17.75</b>	<b>20.64</b>	<b>21.38</b>	<b>26.02</b>	<b>31.42</b>
<b>Wholesale and retail trade . . . .</b>	<b>17.11</b>	<b>19.96</b>	<b>21.30</b>	<b>26.36</b>	<b>30.46</b>
<b>Public authority (n.e.i.) and community and business services . . . .</b>	<b>17.01</b>	<b>19.91</b>	<b>20.97</b>	<b>25.78</b>	<b>30.41</b>
<b>Amusement, hotels, personal service, etc. . . .</b>	<b>16.68</b>	<b>19.48</b>	<b>20.17</b>	<b>24.50</b>	<b>28.22</b>
<b>All industry groups . . . .</b>	<b>17.03</b>	<b>19.88</b>	<b>20.69</b>	<b>25.17</b>	<b>29.04</b>

For footnotes see next page.



WEEKLY WAGE RATES: ADULT FEMALES, INDUSTRY GROUPS, AUSTRALIA  
DECEMBER 1951 TO 1965—*continued*

Industry group	End of December—				
	1951	1953	1955	1960	1965

## INDEX NUMBERS

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

Manufacturing—					
Engineering, metals, vehicles, etc. . . . .	85.9	100.8	103.7	125.5	143.4
Textiles, clothing and footwear . . . . .	86.0	99.8	100.9	120.9	136.9
Food, drink and tobacco . . . . .	83.3	97.7	103.9	123.7	142.0
Other manufacturing . . . . .	84.8	99.2	102.3	124.6	142.8
<i>All manufacturing groups . . . . .</i>	<i>85.4</i>	<i>99.6</i>	<i>102.1</i>	<i>122.9</i>	<i>140.0</i>
Transport and communication . . . . .	89.2	103.7	107.4	130.7	157.8
Wholesale and retail trade . . . . .	85.9	100.3	107.0	132.4	153.0
Public authority (n.e.i.) and community and business services . . . . .	85.4	100.0	105.3	129.5	152.8
Amusement, hotels, personal service, etc. . . . .	83.8	97.9	101.3	123.1	141.8
<i>All industry groups . . . . .</i>	<i>85.6</i>	<i>99.8</i>	<i>103.9</i>	<i>126.4</i>	<i>145.9</i>

(a) As prescribed in awards, determinations and agreements. (b) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

**Standard hours of work**

In the fixation of weekly wage rates most industrial tribunals prescribe the number of hours constituting a full week's work for the wage rates specified. The hours of work so prescribed form the basis of the compilation of the weighted averages and index numbers on page 355. The main features of the reduction of hours to forty-four and later to forty per week are summarized on pages 353-4. In considering such changes, it must be remembered that even within individual States the authority to alter conditions of work is divided between Commonwealth and State industrial tribunals and the various legislatures, and that the State legislation usually does not apply to employees covered by awards of the Commonwealth Conciliation and Arbitration Commission. However, it may do so in respect of matters not treated in Commonwealth awards.

**The 44-hour week**

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

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

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

#### The 40-hour week

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

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

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

*Basic Wage and Standard Hours Inquiry, 1952–53.* In the 1952–53 Basic Wage and Standard Hours Inquiry the employers sought an increase in the standard hours of work per week, claiming that one of the chief causes of the high costs and inflation had been the loss of production due to the introduction of the 40-hour week. This claim was rejected by the Court, as it considered that the employers had not proved that the existing economic situation called for a reduction of general standards in the matter of the ordinary working week. (See also page 365.)

*Basic Wage and Standard Hours Inquiry, 1961.* The Commonwealth Conciliation and Arbitration Commission rejected an employers' claim for an increase in the number of ordinary working hours from 40 to 42 per week, with a concomitant increase in weekly wages by an amount equal to two hours' pay at ordinary rates. This was to be a temporary measure to have effect for four years, after which time hours would revert to 40 and the increased wage would remain. (See also page 366.)

#### Hourly wage rates

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

The following table shows the weighted average minimum hourly rates of wage payable to adult male workers, and index numbers of hourly rates in each State.

**HOURLY WAGE RATES(a): ADULT MALES  
STATES, DECEMBER 1945 TO 1965**
**WEIGHTED AVERAGE MINIMUM HOURLY RATES PAYABLE AND INDEX NUMBERS OF HOURLY RATES**

End of—	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aust.
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**RATES OF WAGE(b)  
(Cents)**

December, 1945 . . .	28.03	27.54	27.19	26.43	27.36	26.42	27.54
„ 1950 . . .	51.63	50.48	48.83	49.53	50.29	49.52	50.58
„ 1955 . . .	76.57	74.06	71.02	71.40	75.42	73.71	74.47
„ 1960 . . .	90.91	87.57	87.79	85.61	89.89	88.08	88.92
„ 1965 . . .	102.65	100.92	104.31	98.69	101.57	101.87	101.93

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

December, 1945 . . .	39.6	38.9	38.4	37.4	38.7	37.3	38.9
„ 1950 . . .	73.0	71.4	69.0	70.0	71.1	70.0	71.5
„ 1955 . . .	108.2	104.7	100.4	100.9	106.6	104.2	105.3
„ 1960 . . .	128.5	123.8	124.1	121.0	127.1	124.5	125.7
„ 1965 . . .	145.1	142.6	147.4	139.5	143.6	144.0	144.1

(a) Weighted average hourly rates of wage for all industry groups except rural, and shipping and stevedoring. See page 354. (b) The amounts shown should not be regarded as actual current averages, but as an index expressed in money terms, indicative of trends.

The following table shows the weighted average minimum hourly rates of wage payable to adult female workers, and index numbers of hourly rates in each State.

**HOURLY WAGE RATES: ADULT FEMALES  
STATES, DECEMBER 1951 TO 1965**
**WEIGHTED AVERAGE MINIMUM HOURLY RATES PAYABLE AND INDEX NUMBERS OF HOURLY RATES**

End of—	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aust.
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**RATES OF WAGE(a)  
(Cents)**

December, 1951 . . .	43.58	43.25	40.60	42.81	40.85	41.86	42.92
„ 1953 . . .	50.72	50.57	47.40	50.06	47.81	49.84	50.10
„ 1955 . . .	53.04	52.86	48.93	50.73	49.71	50.56	52.16
„ 1960 . . .	66.09	61.94	60.28	61.08	63.14	60.37	63.44
„ 1965 . . .	75.42	71.46	73.43	69.74	72.11	70.52	73.20

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

December, 1951 . . .	86.9	86.2	80.9	85.3	81.4	83.4	85.6
„ 1953 . . .	101.1	100.8	94.5	99.8	95.3	99.3	99.9
„ 1955 . . .	105.7	105.3	97.5	101.1	99.1	100.8	104.0
„ 1960 . . .	131.7	123.5	120.1	121.7	125.8	120.3	126.4
„ 1965 . . .	150.3	142.4	146.3	139.0	143.7	140.5	145.9

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

**Weighted average standard weekly hours of work**

The 40-hour week has operated in Australia generally from 1 January 1948, and in New South Wales from 1 July 1947 (*see* page 354.) However, as stated on page 354, the number of hours constituting a full week's work (excluding overtime) differs between occupations and/or between States. The weighted average standard hours of work (excluding overtime) prescribed in awards, determinations and agreements for a full working week, in respect of adult male workers in all industry groups, except Rural, and Shipping and stevedoring, at 31 December 1965, were: New South Wales, 39.95; Victoria, 39.97; Queensland, 39.98; South Australia, 39.96; Western Australia, 39.89; Tasmania, 39.97; Australia, 39.96. Corresponding figures for adult female workers at 31 December 1965 were: New South Wales, 39.53; Victoria, 39.81; Queensland, 39.70; South Australia, 39.77; Western Australia, 39.78; Tasmania, 39.56; Australia, 39.67.

**Average weekly earnings**

The figures in this section are derived from particulars of employment and of wages and salaries recorded on pay-roll tax returns, from other direct collections, and from estimates of the unrecorded balance. The figures relate to civilians only.

Particulars of wages and salaries paid are not available for males and females separately from these sources; average weekly earnings have therefore been calculated in terms of male units. Male units represent total male employment plus a proportion of female employment based on the approximate ratio of female to male earnings. As it was not possible to estimate the ratio of male to female earnings in the several States the same ratio has been used in each State. Because the actual ratio may vary between States, precise comparisons between average earnings in different States cannot be made on the basis of the figures shown in the following table. Quarterly figures corresponding to those shown in the table are published in the monthly bulletin *Wage Rates and Earnings* and in the *Monthly Review of Business Statistics*.

Particulars of average weekly earnings per employed male unit are shown in the following table for each of the years 1955-56 to 1964-65.

**AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT(a): STATES  
1955-56 TO 1964-65**

(\$)

Year	N.S.W. (b)	Vic.	Qld	S.A. (c)	W.A.	Tas.	Aust.
1955-56 . . .	37.90	37.80	33.00	35.90	33.90	35.60	36.70
1956-57 . . .	39.90	39.60	34.80	36.70	35.00	37.70	38.40
1957-58 . . .	41.00	40.70	35.70	37.70	36.20	38.30	39.50
1958-59 . . .	42.30	42.00	37.20	38.60	36.60	39.20	40.70
1959-60 . . .	45.70	45.50	39.40	41.80	39.20	41.90	43.90
1960-61 . . .	48.10	47.20	41.60	43.40	41.60	43.30	46.00
1961-62 . . .	49.10	48.50	43.20	44.70	43.00	45.30	47.20
1962-63 . . .	50.20	50.10	44.40	45.80	44.20	45.90	48.40
1963-64 . . .	52.60	52.50	46.70	48.10	47.20	48.60	50.90
1964-65 . . .	56.60	56.30	50.40	51.70	49.30	50.80	54.60

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

The following table shows, for 'All industries' and for 'Manufacturing', the movement in average weekly earnings from 1955-56 to the March quarter 1966. The 'All industries' index is based on pay-roll tax returns and other data. It relates to average weekly earnings per employed male unit. The index for manufacturing industries for the years to 1964-65 is based on the average earnings of male wage and salary earners employed in factories as disclosed by annual factory censuses (*see* the chapter Manufacturing Industry, page 110); figures for quarters subsequent to June quarter 1965 are preliminary estimates based on pay-roll tax returns.

The index numbers for 'All industries' and 'Manufacturing' show the movement in average earnings for each group over a period of time. However, they do not give, at any point of time, a comparison of actual earnings in the two groups. The base of each series is the year 1953-54 = 100, and both series have been seasonally adjusted.

**INDEXES OF AVERAGE WEEKLY EARNINGS(a): AUSTRALIA, YEARS 1955-56 TO 1964-65 AND QUARTERS SEPTEMBER 1963 TO MARCH 1966**

SEASONALLY ADJUSTED

(Base of each Index: Year 1953-54 = 100)

Year	All industries (b)	Manufacturing	Quarter	All industries (b)	Manufacturing
1953-54 . . .	100.0	100.0	1963-64—September . . .	150.9	151.4
1955-56 . . .	112.3	113.8	December . . .	155.4	152.8
1956-57 . . .	117.7	118.3	March . . .	157.8	156.9
1957-58 . . .	120.8	122.0	June . . .	158.7	158.2
1958-59 . . .	124.5	125.6	1964-65—September . . .	163.3	165.3
1959-60 . . .	134.3	135.4	December . . .	165.1	164.2
1960-61 . . .	140.6	141.1	March . . .	169.4	168.4
1961-62 . . .	144.7	143.4	June . . .	170.4	170.4
1962-63 . . .	148.3	147.7	1965-66—September . . .	172.1	172.0
1963-64 . . .	155.7	154.8	December . . .	173.3	172.5
1964-65 . . .	167.1	167.1	March . . .	175.6	173.3

(a) See footnote (a) to table on page 356.

(b) Average earnings per employed male unit.

### Surveys of wage rates, earnings and hours

Since 1960 a number of statistical surveys of wages and hours of work in Australia have been undertaken by this Bureau. The object of these surveys has been to obtain information on wage rates, actual weekly earnings and hours of work on a more comprehensive scale than previously available in Australia. A summary of the scope and coverage of each of these surveys is shown below.

#### Survey of Wage Rates and Earnings, September 1960

This survey, relating to the last pay-period in September 1960, obtained information about marginal rates of wage and the dissection and distribution of actual weekly earnings of adult male employees (excluding part-time and casual employees). In addition to the exclusion of government and semi-government employees, and private employees in rural industry and in private domestic service, the survey did not cover the following—shipping and stevedoring industries; the motion picture industry; certain businesses such as those of accountants, consultant engineers, etc.; and trade associations, etc. The survey was based on a stratified random sample of private employers in other industries who were subject to pay-roll tax (that is, employers paying more than \$400 per week in wages and salaries). For information on the results of the survey see Year Book No. 51, pages 439 to 442.

#### Survey of Weekly Earnings, October 1961

This survey was conducted for the last pay-period in October 1961 and provided information about the distribution of actual weekly earnings for adult male employees (excluding part-time and casual employees). The survey did not cover government or semi-government employees, private employees in rural industry and in private domestic service, or employees not liable to pay-roll tax. The survey was based on a stratified random sample of private employers in other industries who were subject to pay-roll tax (that is, employers paying more than \$400 a week in wages and salaries). The results of the survey were published in Year Book No. 51, pages 442 to 444.

**Surveys of Weekly Earnings and Hours, October 1962, October 1963, and October 1964**

Sample surveys of earnings and hours in respect of most private employers subject to pay-roll tax (i.e. those paying more than \$400 a week in wages and salaries) have been conducted as at the last pay-period in October for the years 1962, 1963 and 1964. Results of the 1963 and 1964 surveys, with some comparisons with the 1962 survey, are shown in the following tables.

Figures for average weekly earnings, average weekly hours paid for, and average hourly earnings as at the selected pay-periods are shown for males and females (adult and junior) separately by industry groups and by States. They reflect the effects of differences (and of changes between the points of time) in amounts paid for the various occupations; in amounts paid for the same occupations; in occupational structures within industries; in industry structure; in degrees of business activity (incidence of overtime, etc.); and in incidence of incentive schemes, piece-work and profit-sharing scheme payments, etc.

**Coverage of surveys**

The results of the surveys were based on returns from stratified random samples of private employers subject to pay-roll tax. Employees in rural industry and in private domestic service were excluded because most employers in these two industries are not subject to pay-roll tax. Also excluded from the surveys were employees of government and semi-government authorities as well as those of religious, benevolent and other similar organizations exempt from pay-roll tax. The earnings and hours of waterside workers employed on a casual basis have been excluded because they are subject to wide fluctuations for short periods such as those covered by these surveys. Approximately 3,550 employers were included in the October 1964 survey and the sample represented 1,359,000 male and 568,200 female wage and salary earners.

The figures contained in the tables in this section are for 'Employees (other than part-time) whose hours of work were known' as defined below. Because of the heterogeneity of the data combined with high sampling variability, figures relating to other employees (part-time workers, executives, etc., and those whose hours of work were not known) are not available for publication.

**Comparability of results of surveys**

Since the survey estimates are based on a sample they are subject to sampling variability, that is, variations which might occur by chance because only samples of employers were surveyed. In addition to affecting the results of each sample such aspects also affect comparison between each year's results.

A detailed comparison of the results of the October 1962 survey with the other two surveys is not presented mainly because there was a change in industry classification after the 1962 survey. A broad comparison by States is shown on page 363.

**Definitions of terms used in surveys**

The following definitions refer to terms used in the surveys and in the tables in this section.

*Employees* refer to male and female employees on the pay-roll for the last pay-period in October.

*Employees whose hours of work were known* exclude (i) all managerial, executive, professional and higher supervisory staff, whether or not their hours of work were known, and (ii) any other employees whose hours of work were not known. They comprise all other employees who received pay for the last pay-period in October and whose hours of work were known (including foremen, transport supervisors, floor-walkers, other minor supervisory employees, clerical and office staff, etc.).

*Part-time employees* refer to employees who ordinarily worked less than thirty hours a week. Employees on short-time who normally worked thirty hours or more a week were classified as 'other than part-time.'

*Adults* include employees who, although under twenty-one years of age, were paid at the adult rate for their occupation.

*Juniors* are those employees under twenty-one years of age who were not paid at the adult rate for their occupation.

*Earnings* (i.e. gross earnings, before taxation and other deductions) include ordinary time and overtime earnings, payments for sick leave and holidays, commission, and all other payments such as incentive scheme, piecework and profit-sharing scheme payments, etc., and bonus payments of any kind. Annual or other periodical bonuses have been included only at the appropriate proportion for one week. For employees paid other than weekly, only the proportion of earnings equivalent to one week has been included.

*Weekly hours paid for* include ordinary time and overtime hours, paid stand-by or reporting time, paid sick leave and paid holidays. For employees paid other than weekly, hours have been converted to the equivalent for one week.

## Average earnings and hours

In the following tables the average weekly earnings, average weekly hours paid for and average hourly earnings at the last pay-periods in October 1963 and October 1964 are shown for males and females (adult and junior), other than part-time, by industry group.

**AVERAGE EARNINGS AND HOURS FOR EMPLOYEES (OTHER THAN PART TIME)  
WHOSE HOURS OF WORK WERE KNOWN(a): INDUSTRY GROUPS, AUSTRALIA(b)  
OCTOBER 1963(c)**

Industry group	Average weekly earnings (\$)				Average weekly hours paid for				Average hourly earnings (\$)			
	Adult males	Junior males	Adult fe- males	Junior fe- males	Adult males	Junior males	Adult fe- males	Junior fe- males	Adult males	Junior males	Adult fe- males	Junior fe- males
<b>Manufacturing—</b>												
Chemicals, dyes, explosives, paints, non-mineral oils	51.79	25.90	31.49	21.19	41.76	40.40	39.59	38.82	1.24	0.64	0.80	0.55
Extracting, refining and founding of metals	53.20	27.43	29.99	22.97	43.43	41.84	40.46	40.67	1.22	0.66	0.74	0.56
Engineering and metalworking	51.38	22.72	29.73	19.69	42.78	41.15	39.73	39.52	1.20	0.55	0.75	0.50
Ships, vehicles, parts and accessories	52.43	23.24	30.05	21.62	43.54	41.52	39.70	39.63	1.20	0.56	0.76	0.55
<i>Founding, engineer- ing, vehicles, etc.</i>	<i>51.97</i>	<i>23.55</i>	<i>29.80</i>	<i>20.31</i>	<i>43.08</i>	<i>41.33</i>	<i>39.77</i>	<i>39.64</i>	<i>1.21</i>	<i>0.57</i>	<i>0.75</i>	<i>0.51</i>
Textiles, clothing and footwear	47.64	23.02	29.00	17.36	41.86	40.71	39.35	39.10	1.14	0.57	0.74	0.44
Food, drink and tobacco	48.44	25.18	29.90	19.46	42.68	41.34	39.46	38.95	1.13	0.61	0.76	0.50
Paper, printing, bookbinding and photography	56.99	25.37	31.55	18.68	41.78	40.95	39.57	39.68	1.36	0.62	0.80	0.47
Other	49.28	22.08	29.44	18.41	43.12	40.52	39.56	39.31	1.14	0.54	0.74	0.47
<i>All manufacturing groups</i>	<i>51.01</i>	<i>23.64</i>	<i>29.64</i>	<i>18.61</i>	<i>42.79</i>	<i>41.06</i>	<i>39.52</i>	<i>39.25</i>	<i>1.19</i>	<i>0.58</i>	<i>0.75</i>	<i>0.47</i>
Mining and quarrying	60.59	28.13	35.27	23.19	41.61	41.03	39.26	39.34	1.46	0.69	0.90	0.59
Building and construction	55.69	25.48	33.61	20.20	43.04	40.37	39.37	38.64	1.29	0.63	0.85	0.52
Transport and storage	55.26	23.72	33.57	21.93	44.64	40.51	39.07	39.16	1.24	0.59	0.86	0.56
Finance and property	52.58	24.51	33.36	21.98	38.85	38.36	37.58	37.78	1.35	0.64	0.89	0.58
Retail trade	46.64	22.08	30.64	18.17	41.20	41.04	39.54	39.69	1.13	0.54	0.78	0.46
Wholesale trade, primary produce dealing, etc.	48.72	22.62	32.16	20.32	40.88	39.77	38.76	38.66	1.19	0.57	0.83	0.53
Other industries	49.96	24.78	31.58	20.68	41.22	38.89	39.04	38.27	1.21	0.64	0.81	0.54
<b>All industry groups</b>	<b>51.23</b>	<b>23.48</b>	<b>30.54</b>	<b>19.37</b>	<b>42.30</b>	<b>40.55</b>	<b>39.29</b>	<b>39.02</b>	<b>1.21</b>	<b>0.58</b>	<b>0.78</b>	<b>0.50</b>

(a) Private employees only. Excludes managerial, executive, professional and higher supervisory staff, whether or not their hours of work were known, and all other employees whose hours of work were not known. (b) Excludes Northern Territory and Australian Capital Territory. (c) Last pay-period in October. For definitions and particulars of coverage of the survey, etc., see page 358.

**AVERAGE EARNINGS AND HOURS FOR EMPLOYEES (OTHER THAN PART-TIME) WHOSE HOURS OF WORK WERE KNOWN(a): INDUSTRY GROUPS, AUSTRALIA(b)  
OCTOBER 1964(c)**

Industry group	Average weekly earnings (\$)				Average weekly hours paid for				Average hourly earnings (\$)			
	Adult males	Junior males	Adult females	Junior females	Adult males	Junior males	Adult females	Junior females	Adult males	Junior males	Adult females	Junior females
<b>Manufacturing—</b>												
Chemicals, dyes, explosives, paints, non-mineral oils . . . . .	55.59	28.73	33.36	23.04	42.91	41.18	39.51	38.76	1.30	0.70	0.84	0.59
Extracting, refining and founding of metals . . . . .	58.69	31.11	32.18	25.05	44.17	41.18	40.02	39.71	1.33	0.76	0.80	0.63
Engineering and metal-working . . . . .	55.49	26.46	31.51	21.38	44.26	42.32	39.71	39.62	1.25	0.63	0.79	0.54
Ships, vehicles, parts and accessories . . . . .	55.74	25.50	31.80	23.56	42.92	40.78	39.38	39.34	1.30	0.63	0.81	0.60
<i>Founding, engineering, vehicles, etc.</i> . . . .	<i>56.13</i>	<i>27.04</i>	<i>31.60</i>	<i>22.14</i>	<i>43.91</i>	<i>41.80</i>	<i>39.67</i>	<i>39.57</i>	<i>1.28</i>	<i>0.65</i>	<i>0.80</i>	<i>0.56</i>
Textiles, clothing and footwear . . . . .	51.63	25.65	31.25	19.28	42.71	41.05	39.65	39.62	1.21	0.62	0.79	0.49
Food, drink and tobacco . . . . .	52.03	26.13	32.28	20.49	43.15	41.10	39.43	39.53	1.21	0.64	0.82	0.52
Paper, printing, bookbinding and photography . . . . .	60.71	26.89	33.49	19.97	42.24	41.11	39.93	39.87	1.44	0.65	0.84	0.50
Other . . . . .	53.25	24.60	30.78	19.63	43.23	40.41	39.91	39.34	1.23	0.59	0.77	0.50
<i>All manufacturing groups</i> . . . . .	<i>55.04</i>	<i>26.41</i>	<i>31.66</i>	<i>20.28</i>	<i>43.44</i>	<i>41.51</i>	<i>39.67</i>	<i>39.54</i>	<i>1.27</i>	<i>0.64</i>	<i>0.80</i>	<i>0.51</i>
Mining and quarrying . . . . .	65.46	31.90	35.87	25.55	42.72	41.20	38.91	39.15	1.53	0.77	0.92	0.65
Building and construction . . . . .	59.91	26.81	34.55	22.13	43.74	40.83	38.54	37.99	1.37	0.66	0.90	0.58
Transport and storage . . . . .	59.61	26.66	35.16	23.14	45.21	40.74	39.53	39.27	1.32	0.65	0.89	0.59
Finance and property . . . . .	57.42	27.37	35.75	23.61	38.92	38.60	37.53	37.98	1.48	0.71	0.95	0.62
Retail trade . . . . .	49.67	24.02	32.95	19.48	41.22	40.70	39.77	39.99	1.21	0.59	0.83	0.49
Wholesale trade, primary produce dealing, etc. . . . .	52.47	24.38	34.04	21.68	41.23	40.10	38.75	39.15	1.27	0.61	0.88	0.55
Other industries . . . . .	53.29	27.22	33.39	22.07	41.21	39.35	38.95	38.48	1.29	0.69	0.86	0.57
<b>All industry groups</b> . . . . .	<b>55.18</b>	<b>25.91</b>	<b>32.55</b>	<b>20.91</b>	<b>42.84</b>	<b>40.79</b>	<b>39.40</b>	<b>39.30</b>	<b>1.29</b>	<b>0.64</b>	<b>0.83</b>	<b>0.53</b>

For footnotes see table on page 359.

In the following tables, the average weekly earnings, average weekly hours paid for and average hourly earnings at the last pay-period in October 1963 and October 1964 are shown for males and females (adult and junior), other than part-time, by industry groups by State.



**AVERAGE EARNINGS AND HOURS FOR EMPLOYEES (OTHER THAN PART-TIME)  
WHOSE HOURS OF WORK WERE KNOWN(a): INDUSTRY GROUPS,  
STATES, OCTOBER 1963(b)**

State	Average weekly earnings (\$)					Average weekly hours paid for					Average hourly earnings (\$)				
	Manufacturing			Non-manufacturing	All industry groups	Manufacturing			Non-manufacturing	All industry groups	Manufacturing			Non-manufacturing	All industry groups
	Founding, engineering, vehicles, etc.	Other	Total			Founding, engineering, vehicles, etc.	Other	Total			Founding, engineering, vehicles, etc.	Other	Total		

**ADULT MALES**

New South Wales	52.52	51.83	52.20	53.51	52.73	42.44	42.27	42.36	41.71	42.10	1.24	1.23	1.23	1.28	1.25
Victoria	52.66	51.05	51.75	51.56	51.68	44.11	43.05	43.51	41.52	42.76	1.19	1.19	1.19	1.24	1.21
Queensland	47.87	46.96	47.24	49.72	48.54	43.44	42.91	43.08	41.32	42.15	1.10	1.09	1.10	1.20	1.15
South Australia	51.16	47.14	49.71	48.58	49.26	43.51	42.34	43.09	42.11	42.69	1.18	1.11	1.15	1.15	1.15
Western Australia	45.30	44.13	44.53	49.03	47.15	41.41	41.10	41.20	41.61	41.44	1.09	1.07	1.08	1.18	1.14
Tasmania	54.66	46.63	49.52	48.20	48.94	41.96	41.29	41.53	41.24	41.41	1.30	1.13	1.19	1.17	1.18
Australia(c)	51.97	50.12	51.01	51.54	51.23	43.08	42.53	42.79	41.62	42.30	1.21	1.18	1.19	1.24	1.21

**JUNIOR MALES**

New South Wales	24.85	24.82	24.84	24.22	24.55	40.97	40.62	40.81	39.92	40.40	0.61	0.61	0.61	0.61	0.61
Victoria	23.47	24.30	23.95	23.38	23.67	41.84	41.06	41.39	39.68	40.56	0.56	0.59	0.58	0.59	0.58
Queensland	20.86	23.15	22.19	22.85	22.52	42.22	41.13	41.59	39.82	40.69	0.49	0.56	0.53	0.57	0.55
South Australia	22.38	21.15	21.83	23.08	22.50	41.88	41.65	41.78	40.66	41.18	0.53	0.51	0.52	0.57	0.55
Western Australia	20.07	20.15	20.12	21.14	20.71	39.80	39.67	39.72	40.92	40.42	0.50	0.51	0.51	0.52	0.51
Tasmania	23.42	23.24	23.30	22.23	22.66	40.91	40.06	40.34	40.09	40.19	0.57	0.58	0.58	0.55	0.56
Australia(c)	23.55	23.72	23.64	23.33	23.48	41.33	40.80	41.06	40.03	40.55	0.57	0.58	0.58	0.58	0.58

**ADULT FEMALES**

New South Wales	*	*	30.44	32.99	31.53	*	*	39.33	38.58	39.01	*	*	0.77	0.86	0.81
Victoria	*	*	29.35	31.91	30.25	*	*	39.66	38.93	39.40	*	*	0.74	0.82	0.77
Queensland	*	*	27.99	29.86	29.27	*	*	39.67	39.45	39.52	*	*	0.71	0.76	0.74
South Australia	*	*	27.79	29.03	28.49	*	*	40.11	39.90	39.99	*	*	0.69	0.73	0.71
Western Australia	*	*	27.55	30.26	29.55	*	*	39.03	39.74	39.55	*	*	0.71	0.76	0.75
Tasmania	*	*	29.08	29.05	29.07	*	*	39.12	39.25	39.19	*	*	0.74	0.74	0.74
Australia(c)	29.80	29.59	29.64	31.68	30.54	39.77	39.44	39.52	38.99	39.29	0.75	0.75	0.75	0.81	0.78

**JUNIOR FEMALES**

New South Wales	*	*	19.58	21.21	20.59	*	*	39.19	38.69	38.88	*	*	0.50	0.55	0.53
Victoria	*	*	18.89	20.04	19.55	*	*	39.06	38.52	38.75	*	*	0.48	0.52	0.50
Queensland	*	*	16.46	18.49	17.86	*	*	39.50	39.14	39.25	*	*	0.42	0.47	0.46
South Australia	*	*	16.81	18.84	18.16	*	*	39.53	39.21	39.32	*	*	0.43	0.48	0.46
Western Australia	*	*	16.42	17.42	17.17	*	*	40.04	39.84	39.89	*	*	0.41	0.44	0.43
Tasmania	*	*	19.56	17.81	18.37	*	*	38.62	39.33	39.10	*	*	0.51	0.45	0.47
Australia(c)	20.31	18.26	18.61	19.82	19.37	39.64	39.17	39.25	38.89	39.02	0.51	0.47	0.47	0.51	0.50

(a) Private employees only. Excludes managerial, executive, professional and higher supervisory staff, whether or not their hours of work were known, and all other employees whose hours of work were not known. (b) Last pay-period in October. For definitions and particulars of coverage of the survey, etc., see page 358. (c) Excludes Northern Territory and Australian Capital Territory.

\* Information not available because the figures are subject to sampling variability too high for most practical uses.

**AVERAGE EARNINGS AND HOURS FOR EMPLOYEES (OTHER THAN PART-TIME)  
WHOSE HOURS OF WORK WERE KNOWN(a): INDUSTRY GROUPS  
STATES, OCTOBER 1964(b)**

State	Average weekly earnings (\$)					Average weekly hours paid for					Average hourly earnings (\$)				
	Manufacturing			Non-manufacturing	All industry groups	Manufacturing			Non-manufacturing	All industry groups	Manufacturing			Non-manufacturing	All industry groups
	Foundry, engineering, vehicles, etc.	Other	Total			Foundry, engineering, vehicles, etc.	Other	Total			Foundry, engineering, vehicles, etc.	Other	Total		
New South Wales	57.03	55.36	56.27	57.38	56.72	43.92	42.76	43.39	41.96	42.82	1.30	1.29	1.30	1.37	1.32
Victoria	56.59	55.03	55.74	55.87	55.79	44.03	43.13	43.54	41.84	42.91	1.29	1.28	1.28	1.34	1.30
Queensland	50.71	51.44	51.21	53.41	52.33	43.38	44.04	43.83	42.37	43.09	1.17	1.17	1.17	1.26	1.21
South Australia	55.49	51.06	54.05	52.77	53.57	44.26	42.31	43.63	42.47	43.20	1.25	1.21	1.24	1.24	1.24
Western Australia	48.20	48.14	48.16	51.12	49.85	42.64	42.64	42.64	41.86	42.20	1.13	1.13	1.13	1.22	1.18
Tasmania	59.16	50.26	53.40	51.08	52.44	42.99	41.92	42.29	40.76	41.65	1.38	1.20	1.26	1.25	1.26
Australia(c)	56.13	53.95	55.04	55.40	55.18	43.91	42.97	43.44	41.98	42.84	1.28	1.26	1.27	1.32	1.29

**ADULT MALES**

New South Wales	57.03	55.36	56.27	57.38	56.72	43.92	42.76	43.39	41.96	42.82	1.30	1.29	1.30	1.37	1.32
Victoria	56.59	55.03	55.74	55.87	55.79	44.03	43.13	43.54	41.84	42.91	1.29	1.28	1.28	1.34	1.30
Queensland	50.71	51.44	51.21	53.41	52.33	43.38	44.04	43.83	42.37	43.09	1.17	1.17	1.17	1.26	1.21
South Australia	55.49	51.06	54.05	52.77	53.57	44.26	42.31	43.63	42.47	43.20	1.25	1.21	1.24	1.24	1.24
Western Australia	48.20	48.14	48.16	51.12	49.85	42.64	42.64	42.64	41.86	42.20	1.13	1.13	1.13	1.22	1.18
Tasmania	59.16	50.26	53.40	51.08	52.44	42.99	41.92	42.29	40.76	41.65	1.38	1.20	1.26	1.25	1.26
Australia(c)	56.13	53.95	55.04	55.40	55.18	43.91	42.97	43.44	41.98	42.84	1.28	1.26	1.27	1.32	1.29

**JUNIOR MALES**

New South Wales	28.84	27.17	28.11	26.15	27.17	41.74	41.55	41.65	37.89	40.81	0.69	0.65	0.67	0.66	0.67
Victoria	27.35	26.50	26.87	26.63	26.75	41.99	41.12	41.50	40.05	40.77	0.65	0.64	0.65	0.67	0.66
Queensland	24.10	23.45	23.72	24.98	24.37	42.37	40.52	41.29	40.55	40.91	0.57	0.58	0.57	0.62	0.60
South Australia	25.59	24.33	25.09	24.51	24.79	42.27	41.59	42.00	39.86	40.90	0.61	0.59	0.60	0.61	0.61
Western Australia	20.50	22.12	21.43	21.40	21.42	40.55	41.16	40.90	40.64	40.75	0.51	0.54	0.52	0.53	0.53
Tasmania	23.74	26.25	25.35	23.72	24.36	39.37	40.74	40.25	39.97	40.08	0.60	0.64	0.63	0.59	0.61
Australia(c)	27.04	25.77	26.41	25.41	25.91	41.80	41.22	41.51	40.09	40.79	0.65	0.63	0.64	0.63	0.64

**ADULT FEMALES**

New South Wales	*	*	32.12	35.15	33.35	*	*	39.53	38.71	39.19	*	*	0.81	0.91	0.85
Victoria	*	*	31.71	34.20	32.55	*	*	39.78	38.79	39.45	*	*	0.80	0.88	0.83
Queensland	*	*	29.51	31.58	30.94	*	*	39.64	39.71	39.69	*	*	0.74	0.80	0.78
South Australia	*	*	30.54	31.44	31.05	*	*	40.34	39.74	40.00	*	*	0.76	0.79	0.78
Western Australia	*	*	28.87	31.08	30.48	*	*	39.32	39.81	39.68	*	*	0.73	0.78	0.77
Tasmania	*	*	29.94	31.31	30.58	*	*	38.80	39.29	39.03	*	*	0.77	0.80	0.78
Australia(c)	31.60	31.68	31.66	33.74	32.55	39.67	39.67	39.67	39.04	39.40	0.80	0.80	0.80	0.86	0.83

**JUNIOR FEMALES**

New South Wales	*	*	21.08	22.63	22.04	*	*	39.41	39.03	39.18	*	*	0.53	0.58	0.56
Victoria	*	*	21.21	22.04	21.69	*	*	39.58	38.76	39.10	*	*	0.54	0.57	0.55
Queensland	*	*	17.26	19.85	19.09	*	*	39.96	39.67	39.75	*	*	0.43	0.50	0.48
South Australia	*	*	19.03	20.59	20.09	*	*	39.68	39.32	39.43	*	*	0.48	0.52	0.51
Western Australia	*	*	16.83	17.64	17.42	*	*	39.46	39.57	39.54	*	*	0.43	0.45	0.44
Tasmania	*	*	20.97	18.79	19.38	*	*	39.07	39.91	39.69	*	*	0.54	0.47	0.49
Australia(c)	22.14	19.87	20.28	21.27	20.91	39.57	39.53	39.54	39.17	39.30	0.56	0.50	0.51	0.54	0.53

For footnotes see previous page.

In the following table the average weekly earnings, average weekly hours paid for and average hourly earnings at the last pay-period in October for the years 1962, 1963 and 1964 are shown for males and females (adult and junior), other than part-time, by State.

**AVERAGE EARNINGS AND HOURS FOR EMPLOYEES (OTHER THAN PART-TIME)  
WHOSE HOURS OF WORK WERE KNOWN(a): ALL INDUSTRY GROUPS  
STATES, OCTOBER 1962 TO 1964 (b)**

State	Average weekly earnings (\$)			Average weekly hours paid for			Average hourly earnings (\$)		
	October 1962	October 1963	October 1964	October 1962	October 1963	October 1964	October 1962	October 1963	October 1964
<b>ADULT MALES</b>									
N.S.W.	51.00	52.73	56.72	42.11	42.10	42.82	1.21	1.25	1.32
Vic.	49.70	51.68	55.79	42.38	42.76	42.91	1.17	1.21	1.30
Qld.	46.16	48.54	52.33	42.06	42.15	43.09	1.10	1.15	1.21
S.A.	47.04	49.26	53.57	42.26	42.69	43.20	1.11	1.15	1.24
W.A.	47.70	47.15	49.85	41.74	41.44	42.20	1.14	1.14	1.18
Tas.	47.51	48.94	52.44	40.56	41.41	41.65	1.17	1.18	1.26
Australia(c)	49.44	51.23	55.18	42.13	42.30	42.84	1.17	1.21	1.29
<b>JUNIOR MALES</b>									
N.S.W.	24.17	24.55	27.17	40.18	40.40	40.81	0.60	0.61	0.67
Vic.	23.03	23.67	26.75	40.27	40.56	40.77	0.57	0.58	0.66
Qld.	21.75	22.52	24.37	40.21	40.69	40.91	0.54	0.55	0.60
S.A.	21.21	22.50	24.79	40.50	41.18	40.90	0.52	0.55	0.61
W.A.	19.79	20.71	21.42	40.26	40.42	40.75	0.49	0.51	0.53
Tas.	22.64	22.66	24.36	39.80	40.19	40.08	0.57	0.56	0.61
Australia(c)	22.91	23.48	25.91	40.23	40.55	40.79	0.57	0.58	0.64
<b>ADULT FEMALES</b>									
N.S.W.	30.81	31.53	33.35	38.89	39.01	39.19	0.79	0.81	0.85
Vic.	29.66	30.25	32.55	39.10	39.40	39.45	0.76	0.77	0.83
Qld.	28.55	29.27	30.94	39.55	39.52	39.69	0.72	0.74	0.78
S.A.	28.58	28.49	31.05	39.39	39.99	40.00	0.73	0.71	0.78
W.A.	28.55	29.55	30.48	39.39	39.55	39.68	0.72	0.75	0.77
Tas.	28.68	29.07	30.58	39.54	39.19	39.03	0.73	0.74	0.78
Australia(c)	29.95	30.54	32.55	39.08	39.29	39.40	0.77	0.78	0.83
<b>JUNIOR FEMALES</b>									
N.S.W.	19.97	20.59	22.04	39.20	38.88	39.18	0.51	0.53	0.56
Vic.	19.77	19.55	21.69	39.19	38.75	39.10	0.50	0.50	0.55
Qld.	17.85	17.86	19.09	39.65	39.25	39.75	0.45	0.46	0.48
S.A.	18.02	18.16	20.09	39.19	39.32	39.43	0.46	0.46	0.51
W.A.	16.91	17.17	17.42	39.43	39.89	39.54	0.43	0.43	0.44
Tas.	17.84	18.37	19.38	39.42	39.10	39.69	0.45	0.47	0.49
Australia(c)	19.21	19.37	20.91	39.27	39.02	39.30	0.49	0.50	0.53

(a) Private employees only. Excludes managerial, executive, professional and higher supervisory staff, whether or not their hours of work were known, and all other employees whose hours of work were not known.

(b) Last pay-period in October. For definitions and particulars of the coverage of the surveys, etc., see page 358.

(c) Excludes Northern Territory and Australian Capital Territory.

### Basic wages in Australia

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

Under the *Commonwealth Conciliation and Arbitration Act 1904-1965* (see page 344) 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 practice, the Commonwealth Conciliation and Arbitration Commission holds general basic wage inquiries from time to time, and its findings apply to industrial awards within its jurisdiction.

In New South Wales and South Australia the State industrial authorities adopt the relevant Commonwealth basic wage. In Victoria and Tasmania, where Wages Boards systems operate, no provision is included in the Industrial Acts for the declaration of a basic wage, although Wages Boards generally adopt Commonwealth basic wages. In Queensland and Western Australia the determination of a basic wage is a function of the respective State Industrial or Arbitration Courts. Details of basic wage determinations in each State are set out in pages 376-80.

In addition to the basic wage, 'secondary' wage payments, including margins for skill and various kinds of loadings peculiar to the occupation 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. (See also *Adult males—components of total wage rate*, pages 350-1).

#### The Commonwealth Basic Wage—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 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. (70c) a day or £2 2s. (\$4.20) 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 thirty more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. 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.

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

The system of making automatic quarterly adjustments to the basic wage in direct ratio to variations in the retail price index ('A' Series) was first introduced in 1921. The practice then adopted was to calculate the adjustments to the basic wage quarterly on the index number for the preceding quarter. The new method would have resulted in a basic wage lower than that to

which employees would have been entitled had the previous practice been continued, and in 1922 the Court added to the basic wage a general loading of 3s. (30c) (known as the 'Powers 3s.'). This loading continued until 1934. The practice of making automatic quarterly adjustments continued until September 1953 (see below).

For a description of the several series of retail price indexes referred to in these paragraphs, see pages 329-31 of this chapter.

#### Commonwealth Basic Wage Inquiries, 1930 to 1950

No change was made in the method of fixation and adjustment of the basic wage until the onset of the depression in 1930, when applications were made to the Court for a reduction of wages. From 1 February 1931 the Court reduced all wages under its jurisdiction by 10 per cent. Subsequent applications in 1932 and 1933 for cancellation of this reduction were refused. In May 1933 the Court transferred the basis of the quarterly adjustment of the basic wage from the 'A' Series to the 'D' Series Retail Price Index. Further particulars may be found in the *Labour Report*, Nos. 22 and 23.

The 'Harvester' standard, adjusted by variations in retail price index numbers, continued to be the theoretical basis of the wage of the Commonwealth Court until the judgment of 17 April 1934, when automatic adjustment was transferred to the 'C' Series Retail Price Index. The new rate for the six capital cities, £3 5s. (\$6.50), was in effect the same as that previously paid under the 'A' Series, without the 'Powers 3s.' (30c) and without the 10 per cent reduction, which then ceased to operate. (See *Labour Report* No. 25, 1934.)

The following were the main features of the judgment of the 1937 Inquiry. (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 (referred to as the 'needs' portion of the basic wage). These loadings, commonly referred to as 'Prosperity' loadings, ranged, for capital cities, from 4s. (40c) to 6s. (60c), that for the six capitals being 5s. (50c). (b) The minimum adjustment of the basic wage was fixed at 1s. (10c) a week instead of 2s. (20c). (c) The basis of the adjustment of the 'needs' portion of the wage in accordance with the variations shown by retail price index numbers was transferred from the 'C' Series to a special 'Court' Series based upon the 'C' Series. (d) Female and junior rates were left for adjustment by individual judges when dealing with specific awards. (See *Labour Report* No. 28, pages 77-87.)

In 1940, trade unions applied for increases in the basic wage. This application by unions was not finalized until 1950, and the various judgments of the Commonwealth Court of Conciliation and Arbitration are summarized below. In February 1941 the Court refused to increase the basic wage owing mainly to the uncertainty of the economic outlook under existing war conditions. The application was stood over for further consideration. The Chief Judge suggested that the basic wage be graded according to family responsibilities by means of a system of child endowment. (Subsequently the Commonwealth *Child Endowment Act* 1941 came into operation on 1 July 1941. See the chapter Welfare Services for details.) In 1946 the unions applied for an 'interim' basic wage declaration and in December 1946 the basic wage was increased by 7s. (70c) per week. The Basic Wage Inquiry, 1949-50 completed the case begun in 1940 and continued in 1946. In October 1950 the Court, by a majority decision, increased the adult male basic wage by £1 (\$2) per week; determined that the adult female basic wage be 75 per cent of the adult male rate; and standardized the 'Prosperity' loadings and declared them to be an adjustable part of the basic wage. These decisions operated from the beginning of the first pay-period in December 1950, and the whole of the new basic wage was subject to automatic adjustment as from the beginning of the first pay-period in February 1951. For further particulars of these judgments see *Labour Report* No. 38, page 79 and *Labour Report* No. 39, page 81.

#### Commonwealth Basic Wage Inquiries, 1952-53 to 1960

The Commonwealth Court of Conciliation and Arbitration in September 1953 announced its decision in the Basic Wage Inquiry, 1952-53. The decision of the Court was (a) the employers' applications for reduction in the basic wages and for an increase in the standard hours of work were refused; (b) the employers' applications for the deletion of provisions for the adjustment of basic wages in accordance with variations in retail price index numbers were granted; and (c) the unions' application for increases in basic wages was refused.

In May 1956 the Court delivered judgment in the Basic Wage Inquiry, 1956. The Court rejected the unions' application for the re-introduction of automatic quarterly adjustments and the abolition of the 3s. (30c) country differential. The Court increased the adult male basic wage by 10s. (\$1) a week and the adult female basic wage by 7s. 6d. (75c) a week payable from the beginning of the first pay-period in June 1956.

The Commonwealth Conciliation and Arbitration Commission on 29 April 1957 delivered judgment in the Basic Wage Inquiry, 1956-57. The basic wages for adult males were increased by 10s. (\$1) a week and the basic wages for adult females by 7s. 6d. (75c), to come into effect from the first pay-period to commence on or after 15 May 1957. The unions' claim for restoration of automatic quarterly adjustments was refused.

As a result of the Basic Wage Inquiry, 1958 the basic wage for adult males was increased by 5s. (50c) a week, to operate from the beginning of the first pay-period commencing on or after 21 May 1958. The restoration of automatic quarterly adjustments of the basic wage was refused. The claim of the South Australian Government for special treatment for the basic wage for Adelaide was refused.

In its judgment in the Basic Wage Inquiry, 1959 the Commission, by a majority decision, decided that the basic wage for adult males should be increased by 15s. (\$1.50) a week payable as from the beginning of the first pay-period commencing on or after 11 June 1959, and that the system of automatic quarterly adjustments should not be restored.

The Conciliation and Arbitration Commission, in its judgment in the Basic Wage Inquiry, 1960, decided that there would be no increase in the basic wage and no restoration of quarterly adjustments to the basic wage.

In the Differential Basic Wage Inquiries, 1960 the Commission decided that the 3s. (30c) country basic wage differentials should be eliminated from awards of the Commission, the new basic wages to be payable from the beginning of the first pay-period commencing on or after 1 January 1961. The claim by employers' associations in South Australia for special treatment for the Adelaide basic wage was refused.

For details of these inquiries *see* earlier issues of the Year Book and the *Labour Report*.

#### **Commonwealth Basic Wage Inquiries, 1961, 1962 and 1963**

In its judgment in the Basic Wage and Standard Hours Inquiry, 1961 the Commonwealth Conciliation and Arbitration Commission made the following decisions: (1) the employers' claim for an increase in the standard hours of work from forty to forty-two a week with a concomitant increase in the weekly wage equivalent to two hours' pay at ordinary rates was refused; (2) the unions' claim for restoration of automatic quarterly adjustments was refused; (3) the basic wages for adult male employees were increased by 12s. (\$1.20) per week to come into effect from the beginning of the first pay-period commencing on or after 7 July 1961; and (4) that in February 1962 the only issue to be considered in regard to the basic wage should be why the money wages fixed by this decision should not be adjusted in accordance with any change in the Consumer Price Index. To give effect to this the applications were adjourned till February 1962.

The adjourned hearing was held on 20 February 1962. The Commission, after hearing submissions, decided that there would be no alteration in the basic wage until further order; and further adjourned the application before it until February 1963.

The application again came before the Commission on 5 February 1963. In its judgment the Commission decided that there would be no alteration in the basic wage rates, and that the application was further adjourned until February 1964.

#### **Commonwealth Basic Wage Inquiry, 1964, and Employers' Total Wage Case, 1964**

On 25 February 1964 the Commonwealth Conciliation and Arbitration Commission began hearing an application by respondent unions for a variation in the Metal Trades Award and the Pastoral Industry Award, and an application by the employers for a variation in the Metal Trades Award. The unions sought an increase of 52s. (\$5.20) a week in the basic wage portion of the Metal Trades Award and the Pastoral Industry Award, the abolition of the disparity in respect of station hands under the Pastoral Industry Award, and the re-introduction of automatic quarterly adjustments based on the Consumer Price Index. The employers sought an alteration to the present wage structure, involving the abolition of the 'basic wage' and 'margins' components of the award and the substitution of a total wage, with increases ranging from 5s. (50c) to 8s. (80c) a week.

It was decided to hear the claim by the unions first, but to reserve the decision until the employers' Total Wage Case was heard immediately afterwards. Since the arguments used in the first case were likely to be similar to those used in the employers' hearing it was deemed expedient for Commissioner Winter, who was a member of the bench for the Total Wage Case, to attend the first hearing as an observer.

#### **The Basic Wage Inquiry, 1964**

For the hearing of this case the Conciliation and Arbitration Commission was constituted in Presidential Session by Kirby C.J. and Gallagher, Moore, and Nimmo JJ. Commissioner Winter was present as an observer only.

The application by the unions (*see* above) was opposed by private employers generally. The Commonwealth Government intervened in the public interest, but neither supported nor opposed the claim. Leave to intervene was granted to the Australian Council of Salaried and Professional Associations and thirty affiliated organizations of that Council, to nineteen organizations affiliated with the High Council of Commonwealth Public Service Organisations, and to the State of Tasmania; these parties supported the unions' claims.

At the conclusion of the Basic Wage Inquiry and the Total Wage Case the bench on 9 June 1964, handed down the following decisions.

'1. Unanimous decision that the unions' claim for the restoration of automatic quarterly adjustments be refused.

'2. Unanimous decision that the application of The Australian Workers Union for the deletion from the Pastoral Industry Award of the basic wage for station hands be granted. This means abolition of the disparity of 1s. [10c] per week in respect of station hands.

'3. Unanimous decision that the basic wages of adult male employees covered by Federal Awards be increased. The Commission is equally divided in opinion on the amount of increase, the President and Mr. Justice Moore being of the opinion that it should be 20s. [£2] and Mr. Justice Gallagher and Mr. Justice Nimmo that it should be 10s. [£1]. The Act (Section 68) provides that if the Commission is equally divided in opinion the question shall be decided according to the opinion of the President. The decision of the Commission is therefore that the basic wages of adult male employees covered by Federal Awards shall be increased by a uniform weekly amount of 20s. [£2].

'4. The new rates will come into operation from the beginning of the first pay period to commence on or after 19 June 1964, subject to special cases.

'5. The basic wages which shall be increased by 20s. [£2] per week shall be those prescribed for adult males in the Pastoral Industry Award, as varied by Decision No. 2 above, and those basic wages as at present prescribed for adult males in the Metal Trades Award and all the Awards respectively the subject of the applications and disputes which have been ordered by the Commission to be joined for hearing and decision with the applications concerning the Pastoral Industry Award and the Metal Trades Award. The awards concerned are set out in the schedule to the Judgment of the President and Mr. Justice Moore.'

Three separate judgments, one by Kirby *C.J.* and Moore *J.* and one each by Gallagher *J.* and Nimmo *J.*, were presented and a summary of these judgments is given below.

*Kirby C.J. and Moore J.* Discussing the unions' claims Kirby *C.J.* and Moore *J.* in their judgment said:

'The amount of 52s. [£5.20] is ascertained by applying to the basic wage of September 1953 movements in the "C" Series Index from the September quarter 1953 until the June quarter 1961, and thereafter movements in the Consumer Price Index until December 1963. A figure of 20s. [£2] is arrived at by this method of attempting to restore the value of the 1953 basic wage. The 20s. [£2] is then added to 288s. [£28.80], the present Six Capital Cities' basic wage which for the purposes of the claim would become 308s. [£30.80]. Then the assumption is made that national productivity has increased at a rate of one per cent per annum since 1952-53. This, when compounded, is 10.4 per cent and 10.4 per cent of 308s. [£30.80] is 32s. [£3.20] which with the 20s. [£2] for price movements gives the 52s. [£5.20] claimed.'

Kirby *C.J.* and Moore *J.* stated they would reject the use of the 'C' Series Index which had been becoming progressively less satisfactory and was no longer published by the Commonwealth Statistician. If the Consumer Price Index was used instead, the amount of the claim became 31s. (£3.10) and the unions conceded that the Consumer Price Index might be the more appropriate index to use. After discussing the two indexes and the use of different base years from which to measure the increase in productivity, they said that the unions, while not abandoning their 52s. (£5.20) claim, had pressed for an increase of 31s. (£3.10) with alternatives of 13s., 20s., 21s., 25s., 27s., and 32s. (£1.30, £2, £2.10, £2.50, £2.70 and £3.20 respectively).

*Automatic quarterly adjustments.* The unions also asked for the re-introduction of automatic quarterly adjustments to the basic wage; this was opposed both by the employers and the Commonwealth Government. Their Honours agreed with what was said in the 1961 Basic Wage judgment about automatic quarterly adjustments and therefore rejected this part of the claim.

*Pastoral Award Differential.* The Australian Workers Union had asked that the 1s. (10c) a week difference between the basic wage for station hands and shearing employees be removed, and explained the history of the difference as related to basic wage concepts, which in its submission no longer applied. The employers argued that questions of principle were involved and that they should be given an opportunity of presenting a more detailed case before the application was fully considered.

Kirby *C.J.* and Moore *J.* said they appreciated that the difference between these two basic wages was at different times in the past a matter of some significance, not only because statistics were available upon which to adjust these different basic wages, but also because the amounts between them at times were considerable. In theory the Commission should undertake a lengthy exercise to examine the history and perhaps other factors in detail, but since the amount involved was only 1s. (10c) and would remain at 1s. (10c) forever if the application were refused, they thought the unions' application should be granted and the difference between the two basic wages, which was now quite artificial, should be removed.

*Base year.* Their Honours discussed the unions' use of 1952-53 as the base year because of the elimination of automatic quarterly adjustments at that time. They indicated that in 1961 the Commission had rejected that year and preferred 1949-50 as a base year from which to consider productivity movements. They considered that the important thing was that the 1961 decision was correct and that the unions were now strongly relying upon it as a proper approach to wage fixation. They said:

'In our opinion the 1961 decision is the proper starting point for our consideration of the basic wage both because it was the latest fixation in point of time and because it applied correct principles.'

The judgment went on to say that the unions were able to show different and even opposite movements in productivity by applying different deflators to the Gross National Product, and the judges concluded that the conflict shown by these different groups of figures confirmed views which the Commission had expressed before about relying too heavily on figures of this kind to control its decisions.

*Attitude of the parties.* The unions' claim, both for an increase in the basic wage and the restoration of quarterly adjustments, was supported by the State of Tasmania, the Australian Council of Salaried and Professional Associations and the High Council of Public Service Organisations, all of whom had been granted leave to intervene.

The attitude of the employers was not of opposition to a wage increase itself, but one of desiring to see a total wage in the Commission's awards following the abolition of a basic wage. They submitted that movements in wages should be kept within movements in productivity. Their Honours said that although this was related to their total wage application, it would also apply to basic wage increases, which caused movements in total wages. In view of what was contained in the majority judgment in the Total Wage Case they did not propose to discuss the employers' proposal as to the fixation of wages. They agreed with what was said in that decision about that proposal.

The applications to increase the basic wage could be considered in an atmosphere in which employers were prepared to agree to wage increases, though on certain terms. The employers attacked the principles laid down in the 1961 Basic Wage decision, in particular the *prima facie* adjustment for prices. They also attacked the amount awarded. The Commonwealth Government, while intervening neither to support nor oppose an increase of the basic wage, did not attack the concept of a basic wage, though it criticized in some detail the 1961 Basic Wage decision. On the other hand the unions relied strongly on that decision. It was necessary to look closely as to what was said and done in that case.

*1961 Basic Wage decision.* The basic wage awarded in 1961 had taken into account the capacity of the economy, the standard set by the basic wage of 1960 and increases in productivity up to and including 1959-60, and it was not correct to assert that the 12s. (\$1.20) increase was granted merely because of the movement in prices. Their Honours rejected the employers' submission that the Commission had adopted a policy of granting increases which amounted to the sum of price movements and productivity increases since the last fixation.

In 1961 the Commission made a positive finding that it would assume that the capacity of the economy would continue to be such as to enable the real value of the increased basic wage to be maintained. It indicated that there would be consideration of price movements each year, and that a review of the economy could take place every three or four years. This did not preclude any party from exercising its right to come to the Commission more frequently, but in the absence of special circumstances the next review of the basic wage would only be a consideration of price movements. The only issue would be whether the money wage should be adjusted in accordance with any change in the Consumer Price Index, and the onus would be on the party opposing such an alteration to show that it should not be made.

Relying on this decision the unions had waited for three years before making an application for an increase in the basic wage, and to now reject the implications of that decision might properly be regarded by the unions as a breach of faith by the Commission.

*Overall approach to basic wage fixation.* Having confirmed the 1961 decision, Kirby C.J. and Moore J. stated their overall approach to general applications for alteration in the basic wage. It was necessary to look at the state of the economy, past, present and future. They explained that in considering the development of the economy two elements were given most prominence. They were the movements in prices and productivity, but these movements should not be applied automatically and inevitably, nor should they be the only things considered in a review of the real basic wage. They said they had endeavoured to look at the economy in the round, and base their decision on its capacity since 1961, its capacity now and its capacity for the predictable future.

It was thought that a general review of the economy should take place every three or four years, but while it was desirable to adhere to the 1961 approach in this case, it might be necessary in different circumstances for the Commission to vary this approach. If either of the parties sought a more frequent review of the real wage the Commission would have to deal with it.



The judgment said they would leave that to the future because they had decided that this application should be determined here and now. The only departure from the 1961 procedure was that they now considered it preferable for the future to leave it to the parties to apply, as they might be advised, either for money or real changes in the basic wage. They would not, therefore, stand this matter over from year to year as has been done since 1961.

*General conclusion.* Kirby *C.J.* and Moore *J.* considered economic capacity by reviewing the indicators normally considered by the Commission and concluded that:

'A consideration of all the indicators separately and collectively must lead to the conclusion that in all its aspects the Australian economy is at present buoyant. . . .

' . . . We are conscious that there is some fear in the community that unless care is exercised the present situation may develop into an inflationary boom with possible consequent dampening down measures. However, we think that the Commission would not be fixing a basic wage which was just and reasonable if it did not act on the present state of the economy which is expanding and buoyant with no positive sign of inflation although there is an upward tendency in some prices. As we have noted the Reserve Bank is watchful about inflation and we would assume that other authorities will be equally watchful.

'In these circumstances there is and can be no real dispute that the basic wage should be significantly increased. Bearing in mind all we have said we conclude that a just and reasonable increase to the male basic wage would be an amount of 20s. [\$2] a week. We would point out that the 20s. [\$2] by which we would increase the basic wage is not arrived at by the method suggested by the unions in regard to that amount. . . . It is our view that the present and predictable capacity can provide for such an increase and that a lesser sum would not be just and reasonable. This increase should in our view come into operation from the beginning of the first pay period to commence on or after 19th June, 1964.

'The increase of 20s. [\$2] a week granted this year compares with the increase of 12s. [\$1.20] three years ago. In the 1961 judgment it was calculated that the 12s. [\$1.20] added £60 million [\$120 million] to the wages bill or something less than two per cent of the £3,311 million [\$6,622 million] paid as wages and salaries during the preceding year. Using the same approach but conceding that it is only a rough rule of thumb method the 20s. [\$2] now granted would increase the wages bill by £100 million [\$200 million]. This would be approximately 2.5 per cent of the £3,965 million [\$7,930 million] of wages, salaries and supplements during 1962-63. This year's 20s. [\$2] represents an increase of something under four per cent on the figure of average weekly earnings.'

It was the view of the judges that their decision should be applied to all the applications and disputes which had been ordered by the Commission to be joined for hearing and decision with the original applications and any other applications which were subsequently presented.

*Gallagher J.* After reviewing the evidence presented by the unions, employers and the Commonwealth Government, *Gallagher J.* in his judgment said:

'I have decided to proceed on the basis that the capacity of the economy is the predominant issue in the assessment of the basic wage. In the application of this principle, I shall adhere to the rule that the wage should be the highest which the community can afford'.

However, he said he would not ignore the industrial, social and economic consequences of the Commission's actions.

'My adherence to the capacity principle does not, as I understand the position, bring me into conflict with the procedure . . . introduced by the Full Bench in the decision which resulted from the Basic Wage Inquiry 1961'.

His Honour said he agreed with the Full Bench that the purchasing power of the basic wage had always been a matter of importance, and did not consider that the *prima facie* adjustment for prices or the onus placed upon the employers created an undesirable procedure.

'Provided the relevant evidence is available (and I see no sound reason why it should not be), it is not unreasonable that the employers may be called upon to satisfy the Commission that price increases, although admittedly having occurred, should not be reflected in the basic wage. The matter of fundamental importance, as I see it, is that the employers in raising objection should have the right fully to raise capacity to pay, that is to say, it should be open to them to examine all material aspects including the accepted indicators and then to establish that in the light of the economic position viewed as a whole, an alteration based alone on increased prices should not be made.

'I have already indicated my belief that the 1961 basic wage decision did not constitute a departure from the principle that capacity to pay is the predominant issue but if there has been such a departure I would to that extent respectfully refuse to apply the decision.

'My concurrence with the "1961 procedure" is, as I have already indicated, restricted to the extent to which it provides for a prima facie adjustment for price movement. For the reason that the taking into account of productivity increases over an extended period could lead to a large increase of the basic wage, I would be inclined to the view that adjustments for productivity, if they are to be made, should be effected at fairly frequent intervals. In this way I hope to avoid the serious impact upon the economy flowing from a substantial increase.'

His Honour did not consider it necessary to discuss the accepted indicators in detail since it was conceded on behalf of the Commonwealth Government that the situation of the economy was favourable.

Gallagher *J.* said that expressions of opinions of economists extracted from documents tendered as evidence left the impressions that: (a) the Australian economy was developing and productivity would increase; (b) there was a lag in award wages as compared with average weekly earnings; (c) the position of the lower wage groups could not be alleviated more than temporarily by a wage rise which accrued indiscriminately to all wages earners; (d) smaller adjustments made with greater frequency were preferable to substantial adjustments made after lengthy intervals; (e) a low rate of increase of wages was unlikely to have much impact on the rate of technical progress; and (f) a rate of increase which was too high could cause economic dislocation.

Although the basic wage had remained static for almost three years, average weekly earnings had consistently increased. Those who were on the average or above it appeared to have received the benefits of price movements and productivity, but it might well be that, as a matter of equity and good conscience, an improvement in the standard of living was required for those appreciably below the average.

There was some statistical evidence which would give rise to the inference that the number of workers whose earnings were little above the basic wage were relatively few in number, but the figures did not take into account employees in government undertakings and therefore did not necessarily provide a conclusive guide.

After considering particulars relating to personal consumption expenditure, new motor vehicle registrations, number of new houses and flats commenced and completed, and savings banks deposits, His Honour said that some increase was warranted, but the important thing for the wage earner was that the amount be of real value. A substantial increase could seriously upset price stability. A moderate increase should be much less likely to do so, and he considered that a middle course would be best.

After referring to scope for private arrangements between employers and employees on wages, and for the use of incentive payments, with the object of demonstrating that the keeping of the basic wage within moderate limits need not result in depressed earnings, he announced his conclusion that the amount of the increase should be 10s. (\$1) a week.

He also concurred with the others on the Bench in rejecting the application for automatic quarterly adjustments, and agreed to the abolition of the difference in the basic wage between station hands and shearing employees.

*Nimmo J.* The separate judgment handed down by *Nimmo J.* said that if the basic wage current at the date of the review was not the highest that the capacity of the community as a whole could sustain it was the duty of the Commission to alter it accordingly. Since any alteration operated in the future the Commission was obliged to estimate the highest amount the community should sustain during the period of operation of the alteration. In estimating this amount the Commission considered a variety of factors, each of which it weighed and considered against the others. Any party was free to urge the consideration of factors other than those normally used by the Commission.

The Commission used various 'indicators' to assess the present and future state of the economy, considered national productivity, total wages and recent awards, movements in prices and the consequences of any alteration in the basic wage.

In considering the applicants' claims *Nimmo J.* said he did not accept the unions' contentions that the court had wrongly abolished the system of automatic quarterly adjustments in 1953 and that since that date wage earners had not received the full share in increases in national productivity to which they had been entitled.

He examined the economy of the country and concluded that the indicators disclosed that the Australian economy was in a healthy state and pointed towards it remaining in that state.

After examining past and future productivity he said:

'over the last three years, depending upon the methods adopted for assessing the Gross National Product and calculating the number of persons employed, national productivity may be estimated as having increased annually by between 1.2 per cent and 2.4 per cent.

The breadth of this range is a clear indication that it is not possible with existing statistical information to estimate growth in national productivity with precision. The trend, which emerges from the examination, is for a moderate but steady growth which may, on present indications, be reasonably expected to continue in the future.'

Over-award payments had increased at a faster rate than had award wages and an increase in the basic wage would spread throughout the ranks of wage earners and not be absorbed into over-award payments. In the past most of the productivity gains had been distributed in a variety of forms to consumers, employers and employees. In 1963 the Commission had increased annual leave generally in secondary industry by one week and had increased margins in the Metal Trades Industry, and in the following years awarded thirteen weeks long service leave after fifteen years service to employees under the Metal Trades and Graphic Arts Awards. He said:

'Consumer prices have been steady since June 1961. It must be remembered, however, that early in this period the economy was depressed and unemployment existed and that the recovery which has taken place since then has been until recently of a gradual nature.'

He drew attention to such factors as the state of liquidity, the high average income of adult male wage earners and the increasing shortage of labour in some industries, and said:

'With these potential inflationary elements present it is my view that a substantial increase in the basic wage would aggravate the position and could easily trigger off a wage-price spiral which would produce the undesirable consequences mentioned in the earlier references I have made on this subject.'

He concluded that the basic wage for adult males was not the highest the capacity of the community as a whole could sustain now and in the future.

'Having regard to the current state of affairs and to the conclusion I have reached that for the time being there should be annual reviews of the basic wage it is my opinion that the increase which is justified is one of 10s. [\$1] to apply until the next annual review.

'Since I find myself at variance with the learned President and my brother Moore, on the question whether the 1961 procedures should be continued, I think it incumbent on me to give my reasons in detail.'

These reasons are summarized below.

(a) It was incompatible with the principle of 'capacity to pay' to single out any particular factor for separate treatment. (b) An upward movement in the Consumer Price Index could lead to an application which might not be opposed by the employers who would simply increase domestic prices. (c) Under a system of annual reviews a complete consideration of an application for an increase in the basic wage proceeded on the basis that an increase in the capacity to pay should lead to a rise in the wage—such a rise would ensure that the real value of the basic wage was protected. (d) Annual reviews reduced the margin of error involved in the Commission's prognosis in the respect of the future capacity of the community to sustain increases. (e) Previous statements by the Court and the Commission pointed out that it was not the policy to determine basic wages without regard to the general level of secondary wages. He said:

'no explanation has been advanced to show how this principle can be applied in a prognosis of capacity extending over a period of three or four years, because the nature and extent of marginal applications over that period cannot be foreseen'.

(f) A full review after a period of time might lead to one big increase, as opposed to a series of moderate increases which the economy might have a better chance of absorbing. (g) Under the 'capacity to pay' principle a party seeking a change in the basic wage should show that it was justified having regard to the capacity of the community as a whole to sustain it. One party should not be freed from the responsibility of establishing that a change was justified by mere proof of a change in one factor among many and place upon its opponent the task of proving that it was not, whether the movement in prices be up or down. (h) During a long delay between hearings, pressure was likely to develop for increases in over-award payments and margins, and because of the general lack of bargaining strength of the low wage earners they might suffer. (i) There were no difficulties in the way of annual hearings as the parties now had more common ground than previously. A further improvement might be the presentation of written cases which could be studied by the parties and then spoken to in the sittings of the Commission.

While opposed to the 1961 procedures, Nimmo J. said that if they were adhered to he would prefer a scheme of staggered increases. He agreed with the other members of the bench that the application to restore automatic quarterly adjustments be refused, and that the differential between station hands and shearers be abolished.

#### Employers' Total Wage Case, 1964

The case was heard in Presidential Session by Kirby C.J., Gallagher, Moore, and Nimmo JJ. and Commissioner Winter.

A claim was made by the Metal Trades Employers Association, the Victorian Chamber of Manufactures and the Metal Industries Association of South Australia for the deletion from the Metal Trades Award of the basic wage provisions and for the insertion in the award of a wage unless the Commission also agreed to implement their submission that movements in wages but made it clear that they did not desire the Commission to grant their application for a total wage unless the Commission also agreed to implement their submission that movements in wages should be kept within movements in productivity. They also asked that, since the application was a vehicle by which the Commission would establish a new approach to the principle of wage fixation, the decision should not be confined to the Metal Trades industry but applied generally to the Commission's awards. The unions opposed the application, stressing the importance of the basic wage to the lower paid worker, its historical significance and the attitude of Parliament.

The Commonwealth Government, when intervening, emphasized the need for flexibility, the desirability of adherence to the capacity to pay principle, the danger of fixing wage rates solely in relation to price movements or productivity, the undesirability of assessing rates on purely economic grounds, the advantage of work value fixations, and that it was wrong to proceed on the basis that whenever a change took place in one margin all margins should change.

On 9 June 1964 the Commission announced the following decision:

'The members of the bench are unanimous in the opinion that the application of the employers for the deletion from the Commission's awards generally of the basic wage provision and for the insertion in those awards of a wage expressed as a total wage should be rejected.'

Three separate judgments, one by Kirby *C.J.* Moore *J.* and Commissioner Winter, and one each by Gallagher and Nimmo *J.J.*, were handed down, and a summary of these judgments is given below.

*Kirby C.J., Moore J. and Commissioner Winter.* After discussing the claim by the employers the judgment said:

'Allowing for the attractiveness of greater simplicity and predictability and appreciating the thoughtful arguments put by [the employers] we find ourselves unable to implement the employers' proposal, at any rate at the present time, particularly as it has not yet been successfully applied elsewhere.'

The judgment gave six reasons for rejecting the application and emphasized that they were interrelated and should not be treated separately.

Firstly, it had not been shown that the proposal could successfully be put into practice by the Commission. Nor was it established that any other country had successfully applied the principle that movements in wages and movements in productivity should move in consonance with each other at least generally or over any appreciable period of time. The role of the Commission was to prevent and settle industrial disputes, and the Act made the Commission neither an economic planning body nor a national commission dealing with all types of income or even all wages and salaries. The Commission was required to deal with such industrial disputes as were brought before it and was neither required nor allowed to do anything more, although it did not operate in a vacuum or ignore the economic consequences of its decisions.

Secondly, the proposal would be applied by the Commission in a community where there was no consideration of incomes overall and no overall authoritative control of prices as applied in the writings on which the employers relied. While not underestimating the importance of wages and salaries in the national economy, the application of the proposal to wages and salaries only was another reason for declining, at least at this stage, to attempt to apply the employers' proposal. It might be important, however, to note that different considerations might well apply if the Commission's work was performed in a setting in which there was an overall policy both as to incomes of all types and as to prices.

Thirdly, the Commission not only did not fix all incomes but did not even fix all wages and salaries. Accordingly even if it would, it could not cause the theory to work in Australia in the way suggested by the employers. Federal awards covered only some forty-two per cent of male employees and thirty-one per cent of female employees. In New South Wales, Queensland and Western Australia the basic wage under State awards was different from the Federal basic wage. Margins were not always the same in State as distinct from Federal awards, and moreover there was a considerable proportion of the work force not covered by awards at all. It was an important factor that the Commission did not and could not fix all wages and salaries, and this would be a very real obstacle to the implementation of the employers' proposal.

Fourthly, there were technical problems involved in deciding on the method of determining a measure of productivity and of choosing between award rates or average weekly earnings as the base from which to start to apply the proposed formula, each of which would for the purposes of this decision involve inaccuracies and each would produce a different result. Considering the statistical information presently available and the fact that there was no agreement or demonstrably sound argument as to which particular figures should be used, the Commission should not give effect to the employers' proposition.

Fifthly, the application of the proposed formula in the way suggested by the employers to a total wage would reduce the flexibility of wage fixation and in particular of wage fixation by the Commission. It was considered that the introduction of the employers' proposal would if anything diminish the likelihood of work value cases and would probably tend to detract from the valuable work at present being done by individual members of the Commission in individual industries.

Sixthly and finally, the Commission considered it should not allow a theoretical consideration to interfere with the rectification of what it considered to be an inequitable situation which required correction, however the original inequity might have arisen. The implementation of the employers' theory could prevent the Commission increasing wages even when in the view of the Commission the wages would not be just and reasonable unless increased.

Considering some of the non-economic arguments put forward by the employers, the judgment said that it was perhaps vital that the basic wage or something very like it should have come into being and have been retained in Australia. It might be that if a national wage were to be introduced afresh at this time it might not be similar to the basic wage. But the basic wage became a national phenomenon and the real problem was whether that phenomenon still remained of value in the field of national wage fixation. The Commission did not think that in the present circumstances or at the present time a case for the abolition of the basic wage had been made out.

Kirby *C.J.*, Moore *J.* and Commissioner Winter were of the view that the fact that the basic wage might not be an actual paid wage was of no great significance in these proceedings.

They were attracted to the suggestion that since the unions had used similar economic arguments for the fixation of both wage and margins, it would be more logical and tidier to require these arguments to be applied at the same time to a total wage. However, this overlooked the function and duty of the Commission to prevent and settle industrial disputes, in which tidiness might have to give way to more important considerations. The parties were in fundamental disagreement on the issue of a total wage and there would have to be more cogent reasons than tidiness before the Commission would approve the drastic change sought by the employers.

The employers submitted that as soon as the Commission increased the basic wage that fact by itself created a 'legacy claim' for marginal increases. The real truth of the matter was that unions based their claims for both basic wage and marginal increases on the same economic grounds and therefore inevitably there must be a similarity between such margins cases and basic wage cases. It was at least as likely as not that increases in the basic wage had an effect in delaying and moderating marginal claims and not in increasing and accentuating them.

The Commission could in each case coming before it create a wage which had no basic wage element, but it thought that at the very least the question of the abolition of the basic wage must be seen against a background of Parliamentary recognition and perhaps even approval of its continued existence.

The judgment rejected the application in the knowledge that the Commission did not consider cases of national importance in isolation. It had been the practice of the Commission when dealing with such cases to bear in mind other decisions of the Commission given in other cases of national importance, and this was a practice which would continue.

*Gallagher J.* In his judgment *Gallagher J.* stated that, in short, the employers' claim was that the basic wage was an anachronism and that it should give way to modern methods of fixation and the time had arrived for its abolition. The unions had stressed the importance of the basic wage particularly to lower paid workers and argued that its abolition had never been contemplated.

The basic wage for adult males was described as 'that wage or that part of a wage, which is just and reasonable for an adult male, without regard to any circumstances pertaining to the work upon which or the industry in which he is employed'. For highly remunerated employees the wage element as thus described might be of little significance, but while throughout the length and breadth of Australia there might not be one employee on the basic wage there were many thousands whose marginal element when compared with the basic wage was insignificant.

Irrespective of the nature of his work and the conditions under which it was performed an employee was entitled to have included in his wage a monetary sum aimed 'at the highest living standard for the wage earner which the community can afford'. It was right that there should exist a separate wage element which was just and reasonable without regard to any circumstances pertaining to the work upon which or the industry in which a person was employed.

*Gallagher J.* concluded:

'There may exist grounds for further consideration of present methods of marginal fixation particularly the system which can have the effect of creating widespread percentage increases almost simultaneously and without regard for the nature of the work or the conditions under which it is done but the case for the retention of the basic wage is beyond argument. The application should be refused'.

*Nimmo J.* In a separate judgment *Nimmo J.* stated that the basic wage remained a factor of great importance in the minds of wage earners. There were large numbers of wage earners who received relatively small payments in addition to the basic wage, and the closer their wages were to the basic wage the greater the significance it had for them. Although there appeared to be a measure of truth in most of the reasons the employers submitted to support the change, even if they were wholly true they would not justify that change, nor if the change occurred would it produce the results they claimed for it.

*Nimmo J.* then enumerated his reasons, which are summarized as follows. (a) The concept of the basic wage had existed for more than fifty years and was now a well accepted and fundamental feature of the nation's industrial, social and economic life, which it had served well. (b) In view of the effective way in which the present system had served the nation, it should not be changed upon the application of the employers against the strong opposition of the unions, and against the wish of the Commonwealth Government. (c) In view of (b) above the change sought would be more likely to increase than reduce the number of industrial disputes in the community. (d) The employers claimed that while the Commission stated that its decisions on margins in Metal Trades Awards should not be automatically applied to other awards, this in many cases did happen. This submission would be more in point in a case involving only the fixation of margins, and submissions of that nature did not justify so drastic a remedy as the abolition of the basic wage. (e) The Act showed that Parliament intended that a dispute as important as a basic wage dispute should be determined by the Commission in Presidential Session, but a total wage dispute which would be as at least as important would not, as the Act now stood, be heard in Presidential Session. The Commission should hesitate before introducing new procedures which would produce this result. (f) It was true that there were disadvantages in the present system but there were advantages as well, not the least of them being its flexibility. *Nimmo J.* was not convinced that the disadvantages of the present system outweighed its advantages or that the suggested new system would not have just as many disadvantages of the same magnitude.

#### National Wage Cases of 1965

Hearing in these cases commenced on 2 March 1965 before Kirby *C.J.*, Gallagher, Moore, Sweeney and *Nimmo J.J.*, of the Commonwealth Conciliation and Arbitration Commission. Claims by the employers and the trade unions were heard concurrently.

The employers' claim (Part A) was for the abolition of the concepts of the basic wage and margins, and the introduction into the Metal Trades Award of an obligation to pay a total wage made up of the sum of the amounts expressed in terms of the basic wage and a margin, plus an amount equivalent to one per cent of such sum. The employers also asked (Part B) that, in respect of the ensuing twelve months, the level of the basic wage and the level of margins, in so far as the latter is determined upon general economic grounds, should be decided simultaneously. It was open to the Commission under Part B of these claims to decide whether there should be an increase in (a) the basic wage element alone; (b) the marginal element alone; or (c) both the basic wage and marginal elements, to whatever extent in respect of each element the Commission deemed proper.

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

The Commission announced its decision on 29 June 1965, when three separate judgments were handed down—a joint judgment by Gallagher, Sweeney and *Nimmo J.J.*, and separate judgments by Kirby *C.J.* and by Moore *J.* In accordance with the opinion of the majority (namely, that of Gallagher, Sweeney and *Nimmo J.J.*), the order of the Commission was to the effect:

- (a) Part A of the employers' application was refused;
- (b) With regard to Part B of the employers' application—
  - (i) there would be no alteration in the basic wage,
  - (ii) with effect from the first pay-period commencing on or after 1 July 1965 each margin in Clause 4 of the Metal Trades Award was increased by an amount equal to 1½ per cent of the sum of the Six Capital Cities basic wage and that margin;
- (c) the application of the unions for an increase in the basic wage was refused.

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

Further details will be included in the next issue of this Year Book.

## Commonwealth basic wage rates operative

The following table shows the movements in the Commonwealth basic wage rates for each State capital city and for the six capitals during the period 1939 to 1964.

COMMONWEALTH BASIC WAGE: WEEKLY RATES, ADULT MALES(a)  
STATE CAPITAL CITIES, SEPTEMBER 1939 TO JUNE 1964

(\$)

Date operative(b)	Sydney	Mel- bourne	Brisbane	Adelaide	Perth	Hobart	Six capitals
September 1939 . . .	8.10	8.10	7.60	7.80	7.70	7.70	7.90
November 1942 . . .	9.70	9.70	9.10	9.30	9.10	9.20	9.50
„ 1943 . . .	9.90	9.80	9.30	9.40	9.40	9.50	9.70
„ 1944 . . .	9.90	9.80	9.30	9.30	9.40	9.40	9.60
„ 1945 . . .	9.90	9.80	9.30	9.30	9.40	9.40	9.60
„ 1946 . . .	10.10	9.90	9.40	9.50	9.50	9.70	9.80
December 1946 . . .	10.80	10.60	10.10	10.20	10.20	10.30	10.50
November 1947 . . .	11.20	10.90	10.50	10.60	10.60	10.70	10.90
„ 1948 . . .	12.20	12.00	11.50	11.60	11.60	11.80	11.90
„ 1949 . . .	13.20	13.00	12.50	12.60	12.90	12.80	12.90
„ 1950 . . .	14.60	14.30	13.50	13.70	13.90	13.90	14.20
December 1950(c) . . .	16.50	16.20	15.40	15.80	16.00	16.00	16.20
November 1951 . . .	20.70	19.90	18.50	19.50	19.70	19.90	20.60
„ 1952 . . .	23.70	22.80	21.60	22.90	22.80	23.00	23.10
August 1953(d) . . .	24.30	23.50	21.80	23.10	23.60	24.20	23.60
June 1956 . . .	25.30	24.50	22.80	24.10	24.60	25.20	24.60
15 May 1957 . . .	26.30	25.50	23.80	25.10	25.60	26.20	25.60
21 May 1958 . . .	26.80	26.00	24.30	25.60	26.10	26.70	26.10
11 June 1959 . . .	28.30	27.50	25.80	27.10	27.60	28.20	27.60
7 July 1961 . . .	29.50	28.70	27.00	28.30	28.80	29.40	28.80
19 June 1964 . . .	31.50	30.70	29.00	30.30	30.80	31.40	30.80

(a) Rates prescribed by the Commonwealth Conciliation and Arbitration Commission (before 30 June 1956 the Commonwealth Court of Conciliation and Arbitration). Rates include prosperity loadings, where applicable.  
(b) Rates operative from the beginning of the first pay-period commencing in the month shown or commencing on or after the date shown. (c) From December 1950 the basic wage rates for adult females have been 75 per cent of the rates for adult males. (d) Automatic adjustment discontinued (see page 365).

A table showing Commonwealth basic wage rates from 1923 to 1964 was published in the Appendix to *Labour Report* No. 51.

## Basic wage rates, Australian Territories

In the Northern Territory there are two basic wages operating, one in respect of areas north of the 20th parallel of South Latitude, generally referred to as the 'Darwin' rate, and the other in respect of areas south of that parallel and extending down to the 26th parallel (the 'Port Augusta' rate). The basic wage rates payable as from the beginning of the first pay-period commencing on or after 19 June 1964 were: 'Darwin' rate, adult males £16 7s. (\$32.70), adult females £12 5s. (\$24.50); 'Port Augusta' rate, adult males £15 14s. (\$31.40), adult females £11 15s. 6d. (\$23.55). In addition to these rates, special loadings of 10s. (\$1) to the 'Darwin' and 7s. (70c) to the 'Port Augusta' adult male basic wages have been provided in a number of awards.

In the Australian Capital Territory the rates payable as from the beginning of the first pay-period commencing on or after 19 June 1964 were £15 10s. (\$31.00) for adult males and £11 12s. 6d. (\$23.25) for adult females.

Further details of basic wage rates in the Northern Territory and the Australian Capital Territory may be found in *Labour Report* No. 51, (pages 131-5 and in Section IX of the Appendix).

## Basic wage rates for females

*Labour Report* No. 51, page 130, contains an account of the fixation of minimum rates and basic wages for adult females by the Commonwealth Court of Conciliation and Arbitration. At the end of the 1949-50 Basic Wage Inquiry the Commonwealth Court of Conciliation and Arbitration, by a majority decision, fixed the basic weekly wage for adult females at 75 per cent of the corresponding male rate from the beginning of the first pay-period commencing in December 1950. This percentage has continued to be prescribed in subsequent inquiries.

**State basic wages—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 16 February 1914, when the Court of Industrial Arbitration fixed the living wage at £2 8s. (\$4.80) a week for adult males in the metropolitan area. A Board of Trade, established in 1918, with power to determine the 'living' wage for adult male and female employees in the State, made numerous declarations from 1918 to 1925, but ceased to function after the Industrial Arbitration (Amendment) Act, 1926 transferred its powers, as from 15 April 1926, to the Industrial Commission of New South Wales.

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

A State scheme of supplementing wages by child endowment became operative in New South Wales from July 1927, and continued until superseded by the Commonwealth Government scheme in July 1941. A brief account of the main features of the New South Wales system was given in Year Book No. 37, pages 485-6.

From 1937 to October 1955 the State basic wage for Sydney was the same as the Commonwealth basic wage for Sydney. Beginning from the first pay-period in November 1955, by amendment to the Industrial Arbitration Act, the basic wage was automatically adjusted each quarter in accordance with movements in retail price index numbers. (Automatic adjustments to Commonwealth basic wages were discontinued in September 1953—see page 365.) In October 1964 the Act was amended to delete provision for automatic adjustment to the State basic wage, and to provide that the Commonwealth basic wage for Sydney should in future apply in State awards and industrial agreements, to operate from the beginning of the first pay-period which commenced on or after 19 June 1964.

The Industrial Arbitration (Female Rates) Amendment Act, 1958 defined the basic wage for adult females as being 75 per cent of the adult male rate. It also provided that by January 1963 for male and female employees performing work of the same or like nature and of equal value the same basic wage and secondary wage might be prescribed by the Industrial Commission or a Conciliation Committee.

A table showing State basic wage rates for Sydney for adult males and adult females from 1914 to 1964 was published in the Appendix to *Labour Report* No. 51, 1964. Current rates are published in the monthly bulletin *Wage Rates and Earnings*. The rates payable from 19 June 1964 were £15 15s. (\$31.50) for adult males and £11 16s. (\$23.60) for adult females. For further particulars of the history of State basic wages see earlier issues of the Year Book or *Labour Report*.

**Victoria**

There is no provision in Victorian industrial legislation for the declaration of a State basic wage. Wages Boards constituted for each industry group or calling from representatives of employers and employees, with an independent chairman, 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.

Wages Boards in the past have generally adopted Commonwealth basic wage rates. In 1934 Wages Boards were given discretionary power to include in their determinations appropriate provisions of relevant Commonwealth Awards; in 1937 Wages Boards were compelled to adopt such provisions of Commonwealth Awards. In 1937 Wages Boards were also given 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.

In October 1956 an amendment to the Labour and Industry Act (which had superseded the Factories and Shops Act in 1954) deleted the automatic adjustment provision and directed Wages Boards in determining wage rates to take into consideration relevant awards of, or agreements certified by, the Commonwealth Conciliation and Arbitration Commission. The last automatic quarterly adjustment of the basic wage was payable as from the beginning of the first pay-period in August 1956. Following the judgment of the Commonwealth Conciliation



and Arbitration Commission in the 1959 Basic Wage Inquiry, Wages Boards met in June and July 1959, and varied their determinations by incorporating the new Commonwealth rates. Since then the increases in basic wage rates granted by the Commonwealth Conciliation and Arbitration Commission have been adopted by Wages Boards. The rates for Melbourne, payable from 19 June 1964, were £15 7s. (\$30.70) a week for adult males and £11 10s. (\$23.00) for adult females.

A table showing, for the period November 1953 to June 1964, the basic wage rates for adult males and females adopted by most Wages Boards was published in the Appendix to *Labour Report* No. 51, 1964. Current rates are published in the monthly bulletin *Wage Rates and Earnings*.

### Queensland

The first formal declaration of a basic wage, £4 5s. (\$8.50) for adult males, by an industrial tribunal in Queensland operated from 1 March 1921. Prior to this declaration the rate of £3 17s. (\$7.70) a week for adult males had been generally recognized in awards as the 'basic' or 'living' wage.

'*The Industrial Conciliation and Arbitration Act of 1929*' established an Industrial Court and provided that the Court could make declarations as to the basic wage and standard hours. This Act as subsequently amended was repealed by '*The Industrial Conciliation and Arbitration Act of 1961*', which established, in addition to the Industrial Court, an Industrial Conciliation and Arbitration Commission. The 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 amendment to the Act in 1961 provided that the full bench of the Commission, consisting of not less than three Commissioners, might make declarations as to the basic wage and standard hours of work. The Act also provided that all persons interested must be given an opportunity to be heard before any general declaration as to the basic wage could be made.

Following an inquiry, the Commission, in a decision in May 1961, increased the adult male basic wage by 4s. (40c) a week, which was approximately the amount of the increase indicated by the Consumer Price Index for March quarter 1961. In November 1961 the Commission refused an application by employer organizations for a declaration of a general ruling that 'in future the basic wage for males and/or females shall not be reviewed merely by reason of any change in the Consumer Price Index at intervals of less than twelve months'.

The Commission in December 1962 rejected an application by unions for increases of £1 4s. (\$2.40) in the adult male basic wage and 18s. (\$1.80) in the adult female basic wage.

In 1963 the Commission, after an inquiry, increased the basic wage by 2s. (20c) a week for adult males and by 1s. 6d. (15c) a week for adult females from 6 May 1963. Following hearing of four applications by unions to alter the basic wage, the Commission in 1964 unanimously increased the basic wage by 14s. (\$1.40) to £15 (\$30) a week for adult males. The increase took effect on and from 13 July 1964.

In a declaration on 23 September 1964 the Commission after an inquiry refused to increase the basic wage, despite movement in the Consumer Price Index for the June quarter 1964 which would have justified an increase of 2s. (20c), on grounds that such an increase would constitute a very ineffective addition to the wages of employees.

The Commission in December 1964 granted basic wage increases of 6s. (60c) and 4s. 6d. (45c) a week for adult males and adult females respectively which had been claimed by unions. Commenting on employer associations' claims, the Commission stated that, although the Commonwealth basic wage determined the State basic wage in all States except Queensland and Western Australia, the Commission had never fixed the State basic wage only in relation to the basic wage in other States or the Commonwealth basic wage, and could therefore see no reason why a decision should be made at this time to withhold a hearing for review pending the review of the Commonwealth basic wage.

Trade unions applied in January 1965 for a further increase in the basic wage consequent upon the upward movement in the Consumer Price Index since the last declaration. Following the hearing of unions' claims, the Commission increased the adult male wage by 3s. (30c) a week and the adult female wage by 2s. 6d. (25c) a week, effective as from 29 March 1965. In its judgment the Commission stated that it had been decided as a matter of policy that in the future it did not propose to deal with an application to vary the basic wage solely because of a change in the Consumer Price Index unless such a change warranted an alteration of 4s. (40c) or more in the basic wage for adult males.

In July 1965 trade unions applied to the Commission to vary the basic wage on the grounds that recent rises in the Consumer Price Index warranted an increase of more than 4s. (40c) a week in the basic wage. In its judgment of 2 September 1965 a majority of the Commission rejected the unions claim for 6s. (60c) per week increase, but granted an increase of 5s. (50c) per week, effective from 20 September 1965. As a matter of policy the Commission further decided not to review the basic wage again before 1 July 1966.

The rates payable in the Southern Division (Eastern District) from 20 September 1965 were £15 14s. (\$31.40) for adult males and £11 15s. 6d. (\$23.55) for adult females. In addition to the basic wage for the Southern Division (Eastern District), which includes Brisbane, adult males in other areas receive district allowances. As from 2 February 1959 the allowances have been: Southern Division (Western District) 10s. 6d. (\$1.05), Mackay Division 9s. (90c), Northern Division (Eastern District) 10s. 6d. (\$1.05), Northern Division (Western District) £1 12s. 6d. (\$3.25). The allowances for adult females are not less than 75 per cent of those for adult males. In the Appendix to *Labour Report* No. 51 a table was published showing adult male and adult female basic wage rates payable in the Southern Division (Eastern District) from 1 March 1921 to 20 September 1965. Current rates are published in the monthly bulletin *Wage Rates and Earnings*.

### South Australia

The Industrial Code, 1920–1965 provides that the Board of Industry shall after public inquiry declare the 'living wages' to be paid to adult male and adult 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 was to be declared was a man with a wife and three children. However, the concept of a family unit disappeared with the adoption of basic wage rates declared by the Commonwealth Court of Conciliation and Arbitration (*see below*). The first declaration by the Board of Industry became operative from 4 August 1921 when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. (\$7.95) a week.

Following the 'interim' increase in the 'needs' basic wage of the Commonwealth Court of Conciliation and Arbitration, announced on 13 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 5 September 1946, and under the Industrial Code was unable 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 for adult males 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 proclamations to prevent unjustifiable differences between the State and Commonwealth rates of wage. By proclamation dated 30 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 55 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 it has remained the same as the Commonwealth basic wage for Adelaide. Following the Commonwealth basic wage inquiries in 1956 and subsequent years, increases were made to the South Australian living wages by proclamation. The rates operative from 22 June 1964 were \$15 3s. (\$30.30) for adult males and \$11 7s. (\$22.70) for adult females.

A table showing adult male and adult female basic wage rates for the whole State (with the exception of Whyalla and nearby area) from 1921 to June 1964 will be found in Section X of the Appendix to *Labour Report* No. 51. Current rates are published in the monthly bulletin *Wage Rates and Earnings*.

### Western Australia

Prior to the amendment made in 1963, the *Industrial Arbitration Act*, 1912–1961 provided that the Court of Arbitration could 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 determinations should be made within twelve months of the previous inquiry.

The term 'basic wage' was defined in the Act as 'a wage which the Court considers to be just and reasonable for the average worker to whom it applies'. In determining what was just and reasonable, the Court had to take into account not only the 'needs of an average worker', but also

the 'economic capacity of industry' and any other matters it deemed relevant. The Act provided that the Court of Arbitration (or the Commission since 1964) could make adjustments to the basic wage each quarter, if the statement supplied by the State Government Statistician showing retail price index numbers and monetary equivalents in terms of the State basic wages indicated that there has been a variation of 1s. (10c) or more a week compared with the previous quarter. These adjustments generally apply from the dates of declaration.

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, operated from 1 July 1926. The family unit was 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. The principal inquiries into the basic wage have been those of 1938, 1947, 1950, 1951 and 1964. For details of the inquiries 1937 to 1950 see earlier issues of the Year Book.

In December 1951 the basic wage for adult females became 65 per cent of the corresponding male rate. In January 1960 this proportion was increased to 75 per cent. In each case the margins for females were reduced or deleted to offset the increase in the female basic wage.

Amendments to the Industrial Arbitration Act passed in 1963 became effective on 1 February 1964. The Act provided that the fixation and adjustment of the basic wage would now be dealt with by the Commission in Court Session (three Commissioners) instead of the former Court of Arbitration. In April 1964 the Commission in exercising its discretionary powers, unanimously increased the basic wage for adult males by 2s. 8d. (27c) a week for the metropolitan area and the rest of the South-West land division and 2s. 7d. (26c) a week for the Goldfields area and all other parts of the State.

The Commission on 22 July 1964 began a General Inquiry following union submissions for an increase of £2 12s. (\$5.20) in the basic wage for adult males. On 22 September the Commission announced its decision that the basic wage for the whole of the State would be £15 8s. (\$30.80) for adult males, with appropriate rates for females, juniors and apprentices. This decision abolished the differential rates applying to different areas of the State which had operated since 1931. Subsequently the Commission reduced the industry allowance in the goldmining industry awards from 30s. (\$3) to 22s. 6d. (\$2.25) a week. Further increases in the State basic wage were made in October 1964, April 1965, July 1965, November 1965 and January 1966, following the Commission's examination of movements in the Consumer Price Index.

The rates payable in the metropolitan area as from 25 January 1966 were £16 3s. 9d. (\$32.38) for adult males and £12 2s. 10d. (\$24.28) for adult females. A table showing the Western Australian State basic wage for the Perth Metropolitan Area, from 1926 to 16 November 1965, will be found in Section X of the Appendix to *Labour Report* No. 51. Current rates are published in the monthly bulletin *Wage Rates and Earnings*.

### Tasmania

A State basic wage is not declared in Tasmania. Under the *Wages Board Act* 1920 as amended (to 1964) Wages Boards are constituted for a number of industries from representatives of employers and employees, with an independent chairman (who is common to all Wages Boards), with power to determine the minimum rates of wage payable in each industry. Until February 1956 these Boards generally adopted the basic wages of the Commonwealth Court of Conciliation and Arbitration in determining the rates of wage to be paid.

Wages Boards have power to adjust their wage rates in accordance with variations in the 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, Wages Boards met to consider this matter. 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 1953.

Automatic quarterly adjustments in accordance with movements in retail price index numbers were re-introduced by Wages Boards in February 1956, and continued in May and August 1956.

The majority of Wages Boards suspended automatic quarterly adjustments after the August 1956 adjustment, and basic wage rates remained unchanged until July 1959, when Commonwealth basic wages were adopted. In January 1961 Wages Boards adopted the basic wage for Hobart as the uniform rate applicable throughout the State. Following the decision of the Commonwealth Conciliation and Arbitration Commission in July 1961 to increase the basic wage, Wages Boards met during July and incorporated the new Commonwealth rates in their determinations. During 1962 a number of Wages Boards met and varied their determinations by making provision for the automatic adjustment of the basic wage to conform to any change in the basic wage determined from time to time in awards of the Commonwealth Conciliation and Arbitration Commission. In June 1964, following the increase of 20s. (\$2) in the Commonwealth basic wage for adult males, the rates became £15 14s. (\$31.40) and £11 15s. 6d. (\$23.55) for adult males and adult females respectively.

A table was published in the Appendix to *Labour Report* No. 51, 1964 showing Hobart basic wage rates for adult males and adult females generally adopted by Wages Boards in the period February 1956 to June 1964. Current rates are published in the monthly bulletin *Wage Rates and Earnings*.

#### State basic wage rates

The 'basic' wage rates of State industrial tribunals operative in January 1966 are summarized in the following table. State basic wage rates for adult males and adult females for a long period of years are shown in the Appendix to *Labour Report* No. 51, 1964. Current figures are published in the monthly bulletin *Wage Rates and Earnings*.

#### STATE BASIC WAGES: WEEKLY RATES OPERATIVE JANUARY 1966 (\$)

State and locality	Date of operation	Males	Females
New South Wales . . . . .	19.6.64	31.50	23.60
Victoria . . . . .	June/July 1964	30.70	23.00
Queensland—			
Southern Division—			
Eastern District, including			
Brisbane . . . . .	20.9.65	31.40	23.55
Western District . . . . .	20.9.65	32.45	24.35
Mackay Division . . . . .	20.9.65	32.30	24.23
Northern Division—			
Eastern District . . . . .	20.9.65	32.45	24.35
Western District . . . . .	20.9.65	34.65	26.00
South Australia . . . . .	22.6.64	30.30	22.70
Western Australia(a)—			
Metropolitan Area . . . . .	} 25.1.66	32.38	24.28
S.W. Land Division . . . . .			
Goldfields and other areas . . . . .			
Tasmania . . . . .	19.6.64	31.40	23.55

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

#### Wage margins

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

Marginal rates of wage are determined by Commonwealth and State industrial tribunals. In the Commonwealth jurisdiction prior to 1954 the Commonwealth Court of Conciliation and Arbitration had not made any general determination in respect of wage margins, but general principles of marginal rate fixation had been enunciated by the Court in the Engineers Case of 1924, the Merchant Service Guild Case in 1942 and the Printing Trades Case of 1947. Major determinations affecting margins were made in 1954, 1959, 1963 and 1965. The decisions of the Commonwealth Court and later the Commonwealth Conciliation and Arbitration Commission have generally been followed by State industrial tribunals in the determination of margins in State awards.

A summary of the judgments in the 1954, 1959 and 1963 Margins Cases is given in the following paragraphs. A summary of the judgment in the National Wage Cases of 1965 is given on page 374.

#### Metal Trades Case, 1954

In a judgment delivered on 5 November 1954 the Commonwealth Court of Conciliation and Arbitration made an order re-assessing the marginal structure in the Metal Trades Award by, in general, raising the current amount of the margin to two and a half times the amount of the margin that had been current in 1937. However, in cases in which the result of that calculation produced an amount less than the existing margin, the existing margin was to remain

unaltered. In effect, this decision increased the margins of a fitter from 52s. (\$5.20) a week to 75s. (\$7.50) a week, increased similarly margins of other skilled occupations, and made no increase in margins of what may generally be described as the unskilled or only slightly skilled occupations under the Metal Trades Award. The new rates operated from the beginning of the first pay-period commencing on or after 13 December 1954.

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

#### Margins Cases, 1959

On 25 August 1959 the Commonwealth Conciliation and Arbitration Commission began considering a number of applications for changes in margins referred to it from the appropriate Commissioner. Applications had been made by various employee organizations for increased margins in Parts I. and II. of the Metal Trades Award, Part II. of the Aircraft Industry Award, the Bank Officials' Award, and the Gold and Metalliferous Mining Award. An application by employers sought to reduce marginal rates in the Metal Trades Award. The Commission decided to hear all these matters together, permitting the applicant unions in respect of Part II. of the Metal Trades and Aircraft Industry Awards, and the Bank Officials' Award to ask first for an interim increase. A summary of the principal decisions of the Commission is given in the following paragraphs. Further details, including extracts from the judgment, were published in Year Book No. 47, pages 455-9.

*Metal Trades Award, Part I.* The employee organizations claimed an increase in the margin for the fitter, as set out in the Metal Trades Award, 1952 (i.e. the award as it existed prior to the Metal Trades Case, 1954—see above), from 52s. (\$5.20) to 134s. (\$13.40) a week and an increase of 157 per cent in the margins for other classifications. The employers counter-claimed for a reduction in margins of 15s. (\$1.50) a week.

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

In its judgment, delivered on 27 November 1959, the Commission rejected the employers' application to reduce margins, and made an order re-assessing the marginal structure in the Metal Trades Award by increasing the existing margins by 28 per cent, the amount of the increase being taken to the nearest 6d. (5c). The new margins applied from the beginning of the first full pay-period commencing in December 1959. The effect of this decision was to increase the margin of the fitter from 75s. (\$7.50) to 96s. (\$9.60) a week and that for the process worker from 22s. (\$2.20) to 28s. (\$2.80).

*Other awards.* The Commission also granted margin increases to workers covered by the Gold and Metalliferous Mining Award, the Metal Trades Award, Part II., the Aircraft Industry Award, Part II., and the Bank Officials' Award. Details of these increases were published in previous issues of the Year Book. Other awards of the Commission were subsequently amended in accordance with the decision in the Metal Trades Award, Part I.

#### Margins Case, 1963

Following the conclusion of the 1963 Basic Wage Case, two benches of the Commonwealth Conciliation and Arbitration Commission on 5 February 1963 commenced to hear applications by metal trades unions for increased margins and for three weeks annual leave (see page 383). The two benches sat jointly for the convenience of the parties involved and were constituted as follows: margins case—Kirby *C.J.* (President), Moore and Ashburner *JJ* and Commissioner Apsey; three weeks' annual leave case—Kirby *C.J.* (President), Moore *J.* (Deputy President) and Commissioner Apsey.

The unions' claim on margins was that the Commission restore, on an assessed basic wage, the relativities within the Metal Trades Award established in 1947 by what is known as the second Mooney formula. Taking £15 7s. (\$30.70) as the assessed basic wage (calculated as the 1947 basic wage adjusted to price changes since 1947) and applying the percentage 48.6, which the fitter's margin was of the 1947 basic wage, the union arrived at a new marginal rate of £7 9s.

(\$14.90) for a fitter, an increase of £2 13s. (\$5.30) on the current margin. This claim of £7 9s. (\$14.90) was 2.86 times the 1947 fitter's margin, and hence the unions sought to have all 1947 margins multiplied by 2.86. This claim was opposed by the employers, who asked that any consideration of marginal increases be deferred for an unspecified time.

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

The Commission concluded its consideration of the indicators with these words:

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

At the request of the parties the Commission took the unusual course of making a pronouncement early in the proceedings as to the extent to which the decision in the metal trades case should be used in other industries. The Commission re-affirmed what was said in the 1959 metal trades judgment that the decision would relate to the Metal Trades Award only, although they realized that the margin of the fitter had been used as a standard for other awards. In the present case the Commission stated it was not intended that the decision should be applied automatically outside the metal trades.

The order of the Commission was that the margins for adult males in the Metal Trades Award be increased by ten per cent, the increase to be calculated to the nearest shilling (10c) and to operate from the beginning of the first pay-period to commence on and after 22 April 1963.

#### National Wage Cases of 1965

The effect on margins of the judgment of the Commission in these cases was as follows. With effect from the first pay-period commencing on or after 1 July 1965 each margin in the Metal Trades Award was increased by an amount equal to  $1\frac{1}{2}$  per cent of the sum of the six Capital Cities basic wage and that margin. For further details see page 374.

#### Annual leave

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

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

Further inquiries into annual leave were conducted in 1960, 1962 and 1963, and the decisions in these inquiries are set out in the following paragraphs. Annual leave for employees under the jurisdiction of State awards, etc. is subject to separate determination, and a brief summary is given on pages 383-4. At present the majority of employees in Australia receive three weeks' annual leave at least.

#### Commonwealth

Since 1960, three inquiries have been held following union claims to increase paid annual leave from two to three weeks in Commonwealth Awards. A report on these cases is given on page 373.

*Three Weeks' Annual Leave Inquiry, 1960.* In its judgment in this inquiry the Commonwealth Conciliation and Arbitration Commission stated that it had decided to reject the unions' application for three weeks' annual leave. Part of the conclusion of the Commission stated:

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

For further particulars see Year Book No. 49, pages 511-513.

*Three Weeks' Annual Leave Inquiry, 1962.* In its judgment in this inquiry the Commonwealth Conciliation and Arbitration Commission made the following announcement:

'We have given careful consideration to the submissions which have been made to us in this case. The applicant unions have asked that we consider the claim a general one, the result to be applied to Federal awards generally. This must result in greater caution on our part in deciding whether or not the application should succeed. Our present intention is that an increase to three weeks' annual leave generally in secondary industry, subject to special cases, should be granted as soon as we are satisfied that the economy is in a position to cope with the effects of such an increase. However, there are two aspects of the economic arguments about which we are troubled and about which we consider it too early to make any firm decision. These are, firstly, whether our internal economy has sufficiently recovered from the recession of late 1961 and, if so, what is the likely rate of its recovery in the future and, secondly, the effect on Australia of success or failure of the application of the United Kingdom to enter the European Common Market. There have been developments in relation to the latter question since the hearing which both emphasise its importance and the lack of accurate information as to what is going to happen and the short and long term effect on Australia's economy.

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

Further details were published in Year Book No. 50, page 496.

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

The hearing was continued during March and April 1963 jointly with the Metal Trades Margins case hearing (see pages 381-2), and in its judgment on 18 April 1963 the Commission said it would implement its intention of granting three weeks' annual leave generally in secondary industry, subject to special cases. The Commission announced that the Metal Trades Award would be varied to produce the following result: 'A period of 21 consecutive days' leave shall be allowed to employees who have completed twelve months continuous service by or after 30th November 1963.' Provision for proportionate leave for periods of employment of one month and over was made in respect of employment after 1 June 1963. The application of the new standard of annual leave for secondary industry in other Federal awards would be a matter for individual Commissioners upon proper application being made for variations.

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

#### New South Wales

Employees in New South Wales in private industry, other than those covered by Federal awards, were granted three weeks annual leave by an amendment to the Annual Holidays Act passed in 1958. In 1964 the State Government granted its employees four weeks annual leave effective from 1 January 1964. From 29 September 1964 annual holiday pay for employees covered by provisions of the Annual Holidays Act has been calculated on the basis of the employee's current weekly earnings instead of current award rates.

**Victoria**

Following the decision of the Commonwealth Conciliation and Arbitration Commission in April 1963 (see page 383) individual Wages Boards commenced to alter provisions of their determinations to grant employees an extra week leave. By September 1963 the majority of Boards had included three weeks annual leave in their determinations.

In December 1963 the Industrial Appeals Court upheld an appeal by employees against the determination of the Photographic Goods Board which stated that an employer may direct the workers or group of workers to take their annual leave in two periods of two consecutive weeks and one week respectively.

**Queensland**

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

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

The terms of the decision of the Commonwealth Conciliation and Arbitration Commission, as handed down in April 1963 (see page 383) were to apply to awards of the Industrial Conciliation and Arbitration Commission of Queensland with the exception that, in the State awards, *pro rata* payment for leave not taken at the termination of employment was to be expressed at hours per month. The decision did not apply to employees in primary industry—apart from the sugar industry—or those in western areas. Extra leave for these employees was granted as a result of separate applications.

**South Australia**

The Full Bench of the South Australian Industrial Court in May 1963 announced an increased standard of annual leave in the State, adopting three weeks as the standard as fixed by the Commonwealth Conciliation and Arbitration Commission (see page 383).

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

**Western Australia**

Following a general inquiry concerning Annual Leave and Public Holidays the Court of Arbitration in June 1963 adopted three weeks as the new standard for the normal period of annual leave in State awards, with four weeks for seven-day shift workers. The date of operation was the same as that decided by the Commonwealth Conciliation and Arbitration Commission (see page 383). Existing awards and agreements which already provided annual leave in excess of the Court's standard were to be examined separately to ascertain whether special circumstances existed to justify leave greater than the normal standard. The standard number of public holidays was retained at ten a year.

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

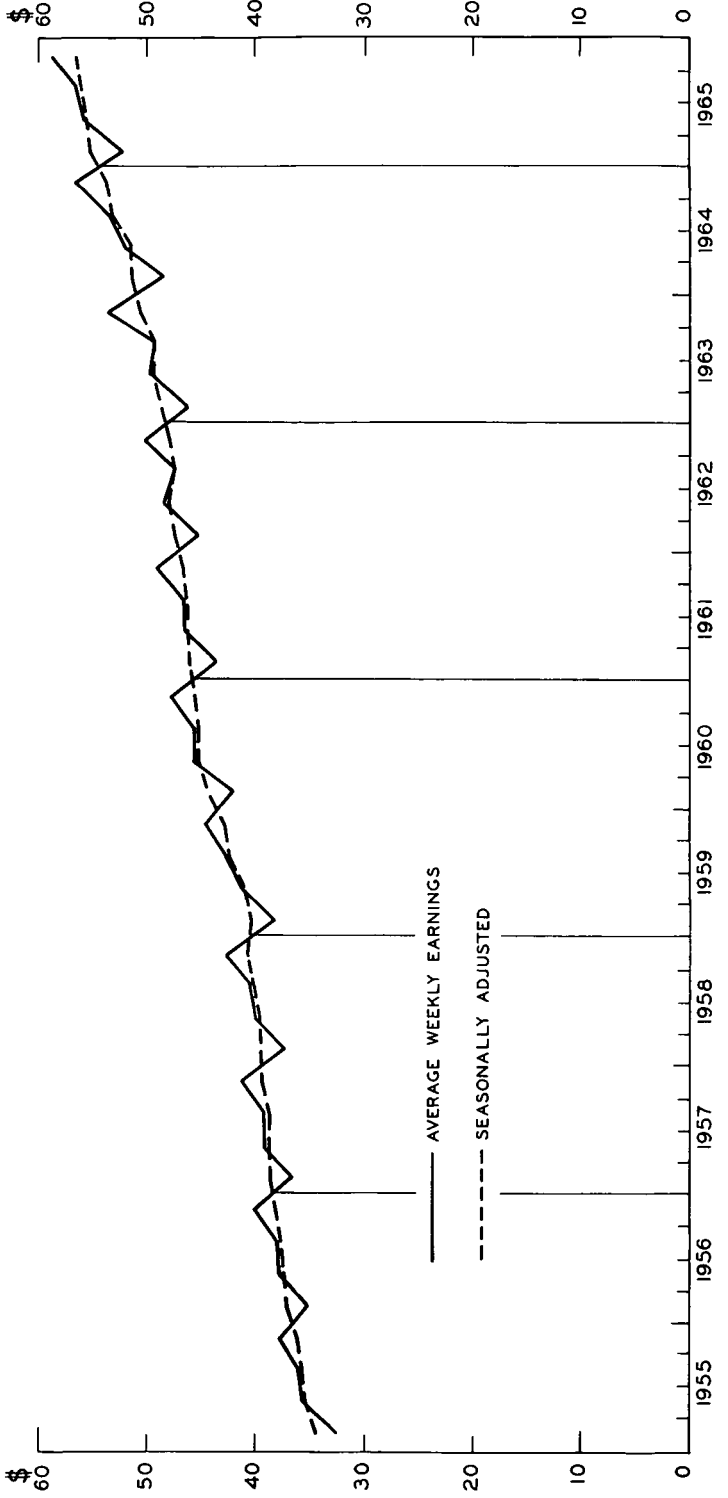
**Tasmania**

Following an amendment to the Wages Board Act in 1961, Wages Boards were permitted to grant employees up to three weeks paid recreational leave. Between June 1962 and early 1963 determinations of Wages Boards were amended to provide for three weeks annual leave for employees, to operate from 1 January 1963.

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

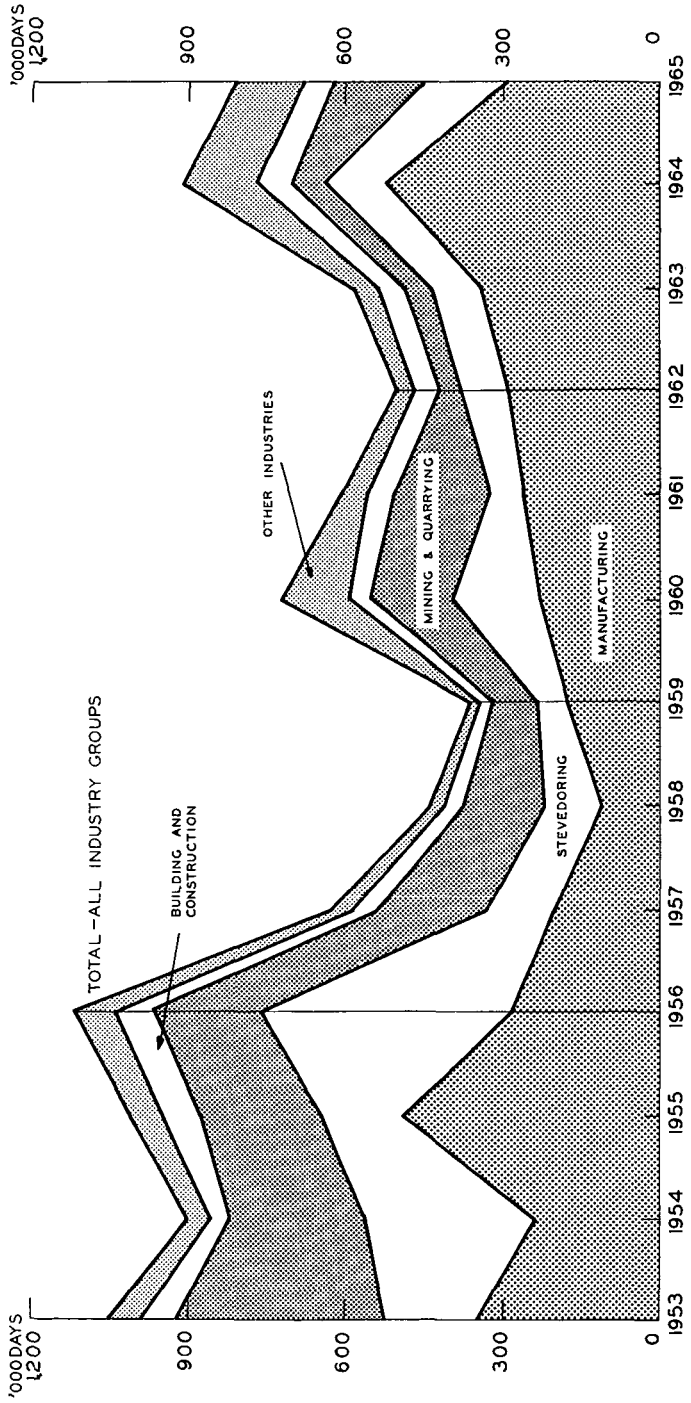


AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT  
AUSTRALIA, 1955 TO 1965



# INDUSTRIAL DISPUTES, AUSTRALIA, 1953 TO 1965

WORKING DAYS LOST - INDUSTRY GROUPS



### Long service leave

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

#### Commonwealth

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

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

Following the hearing of claims for long service leave provisions by employers in the graphic arts and metal trades industries in August 1963, the Full Bench of the Commonwealth Conciliation and Arbitration Commission on 11 May 1964 announced its decision that long service leave entitlement would be calculated on the basis of thirteen weeks for twenty years of unbroken employment, in respect of employment before 11 May 1964 (or, in New South Wales, 1 April 1963), and at the rate of thirteen weeks for fifteen years in respect of service after 11 May 1964 (or, in New South Wales, 1 April 1963). After further periods of ten years, employees would be entitled to an additional *pro rata* period of leave calculated on the same basis. Those employees who completed an unbroken contract of employment of ten years but less than fifteen years, and whose employment was terminated by death or by the employer for any cause other than serious and wilful misconduct, or by the employee on account of illness, incapacity or domestic or other pressing necessity, would be entitled to *pro rata* payment. The rate of payment while on leave would be current award rates which would be subject to basic wage changes and marginal adjustments which occurred during the leave period.

Following applications by employers in the metal trades and printing industries, the Full Bench of the Commission in a judgment delivered on 23 December 1964 extended the provisions of the awards to cover non-unionist employees. The decision rejected the unions' argument that the Commission had no jurisdiction to make long service leave awards binding in respect of non-unionists. The Commission, in a separate decision, varied the provisions of the awards so that an employer would not be required to grant an employee long service leave until the entitlement equalled thirteen weeks for the first period of entitlement and eight and two-thirds weeks in respect of any subsequent period of entitlement. These variations would be effective on and from 1 December 1964.

*Australian Territories.* Long service leave codes for employees covered by Northern Territory and Australian Capital Territory awards were originally prescribed on 4 December 1961 by the Commonwealth Conciliation and Arbitration Commission in Presidential Session. The Commission decided that employees should be granted three months long service leave after twenty years service with one employer, even if part of this service was outside the Territory. In addition, the Australian Capital Territory code prescribed that employees presently employed might 'go back for a period of 25 years in regard to the calculation of their present or future entitlement of long service leave'. In December 1964 the Commission amended the majority of awards covering employees in the Northern Territory and the Australian Capital Territory by granting long service leave on the basis of thirteen weeks after fifteen years service.

*Stevedoring Industry.* The *Stevedoring Industry Act 1962*, which came into force on 19 November 1962, amended the *Stevedoring Industry Act 1956-1961* by extending the eligibility and qualifying periods of the long service leave provisions of the Act. No changes were made to the entitlement for long service leave, which remained at thirteen weeks after twenty years qualifying service and six and a half weeks for each subsequent ten years qualifying service.

#### New South Wales

Long service leave was first introduced for the majority of workers by the Industrial Arbitration Act, 1951, which provided such leave for workers under State awards. This Act was replaced by the Long Service Leave Act, 1955, which extended the benefits to any worker within

the State. An amendment to the Act in April 1963 provided for three months long service leave for fifteen years continuous service with the same employer and proportionate amounts on this basis after a minimum of five years service. The Long Service Leave (Metalliferous Mining Industry) Act, 1963 conferred on certain workers in the metalliferous mining industry the right to three months long service leave after ten years service. This Act operated from 1 January 1964.

#### Victoria

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

An amendment to the Labour and Industry Act in December 1964 granted employees, from 1 January 1965, thirteen weeks leave after fifteen years continuous service. Workers who terminated their employment after ten years but less than the qualifying fifteen years would be able to obtain a *pro rata* entitlement subject to the existing special conditions of the Act. Following amendment to the Public Service Act in 1964, public servants became entitled to four and a half months leave after fifteen years service instead of six months after twenty years.

#### Queensland

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

An amendment to The Industrial Conciliation and Arbitration Acts was passed and assented to in December 1964 granting employees long service leave of thirteen weeks after fifteen years continuous service. The amendment retained *pro rata* leave entitlement after ten years service and operated on and from 11 May 1964.

#### South Australia

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

On 24 December 1964 long service leave of thirteen weeks after fifteen years continuous service in respect of employment on and from 11 May 1964 was granted to shop assistants by agreement between employers and employees.

#### Western Australia

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

In September 1964 the industrial Commission began to amend the long service leave provisions of its awards and industrial agreements to provide for thirteen weeks leave after fifteen years service on or from 1 October 1964. *Pro rata* entitlement would accrue after ten years service. The *Long Service Leave Amendment Act (No. 2), 1964*, introduced in October 1964, was in the same terms as the amendments made by the Commission to the various awards and agreements.

#### Tasmania

The Long Service Leave Act, which was passed in 1956, provided for thirteen weeks leave for twenty years continuous service with the same employer. Contributions by employers to retirement schemes could be taken into consideration in dealing with exemptions from the Act. An amendment to the Long Service Leave Act, assented to on 17 December 1964, granted thirteen weeks leave after fifteen years continuous service. The amendment operated on and from 11 May 1964.

## INDUSTRIAL DISPUTES

Detailed information regarding industrial disputes involving stoppage of work is given in the *Labour Report*. A table showing statistics of industrial disputes for each year from 1913 is contained in the Appendix to *Labour Report* No. 51, 1964.

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

The following table gives, for Australia as a whole, particulars of industrial disputes which were in progress during 1965, classified according to industry groups.

## INDUSTRIAL DISPUTES(a): INDUSTRY GROUPS, AUSTRALIA, 1965

Industry group	Number	Workers involved			Working days lost	Estimated loss in wages (\$'000)
		Directly	In-directly (b)	Total		
Agriculture, grazing, etc.	..	..	..	..	..	..
Coal mining	208	35,198	..	35,198	50,993	493.9
Other mining and quarrying	7	2,275	1,543	3,818	122,230	1,571.9
Engineering, metals, vehicles, etc.	326	76,987	5,485	82,472	122,596	1,129.9
Textiles, clothing and footwear	5	1,453	715	2,168	7,330	60.4
Food, drink and tobacco	119	34,802	6,119	40,921	109,200	992.8
Sawmilling, furniture, etc.	1	143	..	143	70	0.7
Paper, printing, etc.	20	3,028	..	3,028	6,869	67.5
Other manufacturing	83	13,953	363	14,316	50,516	514.9
Building and construction	196	29,748	475	30,223	55,964	592.3
Railway and tramway services	25	31,281	64	31,345	53,999	441.4
Road and air transport	32	34,004	..	34,004	50,726	470.4
Shipping	6	504	..	504	522	5.1
Stevedoring	271	181,857	..	181,857	155,520	1,591.8
Amusement, hotels, personal service, etc.	12	748	..	748	1,212	9.5
Other industries(c)	35	14,253	46	14,299	28,122	255.8
<b>Total</b>	<b>1,346</b>	<b>460,234</b>	<b>14,810</b>	<b>475,044</b>	<b>815,869</b>	<b>8,198.5</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute. (c) Includes communication; Finance and property; Wholesale and retail trade; Public authority (n.e.i.); and Community and business services.

A graph showing, for the years 1953 to 1965, the working days lost as a result of industrial disputes in the main industry groups is shown on plate 31.

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 1961 to 1965.

## INDUSTRIAL DISPUTES(a): STATES AND TERRITORIES, 1961 TO 1965

State or Territory	Year	Number	Workers involved			Working days lost	Estimated loss in wages (\$'000)
			Directly	Indirectly (b)	Total		
New South Wales	1961	529	131,661	5,295	136,956	318,629	2,632.2
	1962	752	195,344	13,623	208,967	303,400	2,571.7
	1963	817	214,643	4,333	218,976	307,440	2,629.5
	1964	828	221,510	7,566	229,076	320,568	2,996.2
	1965	832	244,900	6,156	251,056	367,942	3,479.1
Victoria	1961	91	51,447	1,300	52,747	72,471	609.5
	1962	166	72,525	720	73,245	100,606	837.3
	1963	180	85,757	2,221	87,978	172,963	1,510.2
	1964	206	188,836	1,239	190,075	359,567	3,428.2
	1965	208	118,534	3,264	121,798	214,300	2,061.6
Queensland	1961	123	73,442	4,798	78,240	168,958	1,829.1
	1962	175	33,445	8,321	41,766	75,951	598.8
	1963	160	37,047	7,266	44,313	54,861	468.1
	1964	198	84,951	7,745	92,696	157,571	1,453.3
	1965	186	48,328	5,241	53,569	189,941	2,221.2
South Australia	1961	26	17,012	321	17,333	17,256	133.6
	1962	31	11,748	100	11,848	16,599	118.8
	1963	35	11,938	107	12,045	8,957	81.9
	1964	55	22,851	189	23,040	63,785	585.2
	1965	48	28,323	143	28,466	26,379	253.3
Western Australia	1961	22	9,588	99	9,687	23,233	189.1
	1962	28	8,280	83	8,363	6,300	50.0
	1963	28	42,390	194	42,584	31,969	252.5
	1964	26	6,093	72	6,165	7,148	62.6
	1965	33	12,611	..	12,611	10,020	100.8
Tasmania	1961	14	4,645	16	4,661	4,622	38.1
	1962	18	5,048	78	5,126	3,993	35.1
	1963	11	5,019	..	5,019	2,933	26.8
	1964	8	1,898	..	1,898	1,939	18.0
	1965	17	5,131	..	5,131	3,894	41.4
Northern Territory	1961	4	456	..	456	709	8.1
	1962	6	428	..	428	298	2.5
	1963	8	915	..	915	968	9.3
	1964	6	602	..	602	437	4.3
	1965	17	1,742	6	1,748	2,784	35.0
Australian Capital Territory	1961	6	275	2	277	933	7.9
	1962	7	4,005	105	4,110	3,608	29.9
	1963	11	858	20	878	1,477	13.1
	1964	7	2,076	..	2,076	1,343	13.1
	1965	5	665	..	665	609	6.2
Australia	1961	815	288,526	11,831	300,357	606,811	5,447.6
	1962	1,183	330,823	23,030	353,853	508,755	4,244.1
	1963	1,250	398,567	14,141	412,708	581,568	4,991.5
	1964	1,334	528,817	16,811	545,628	911,358	8,560.9
	1965	1,346	460,234	14,810	475,044	815,869	8,198.5

(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.

## Duration of disputes

The duration of each industrial dispute involving a loss of work, i.e. the time between the cessation and resumption of work, has been calculated in working days, exclusive of Saturdays, Sundays and holidays, except where the establishment involved carries on a continuous process (e.g. metal smelting and cement manufacture).

The following table shows, for the year 1965, industrial disputes in coal mining, stevedoring and other industries classified according to duration.

## INDUSTRIAL DISPUTES(a): DURATION, BY INDUSTRY GROUP, AUSTRALIA, 1965

Duration (working days)	Number	Workers involved(b)		Working days lost		Estimated loss in wages (\$'000)
		Number	Proportion of total (per cent)	Number	Proportion of total (per cent)	
<b>COAL MINING</b>						
1 day and less . . . . .	132	19,078	54.2	13,940	27.3	135.0
2 days and more than 1 day . . . . .	45	11,172	31.7	20,408	40.0	202.4
3 days and more than 2 days . . . . .	19	3,017	8.6	8,385	16.5	78.5
Over 3 days and less than 5 days . . . . .	9	1,390	4.0	5,471	10.7	52.4
5 days and less than 10 days . . . . .	3	541	1.5	2,789	5.5	25.6
10 days and less than 20 days . . . . .	..	..	..	..	..	..
20 days and less than 40 days . . . . .	..	..	..	..	..	..
40 days and over . . . . .	..	..	..	..	..	..
<i>Total.</i> . . . . .	208	35,198	100.0	50,993	100.0	493.9
<b>STEVEDORING</b>						
1 day and less . . . . .	159	133,319	73.3	66,697	42.9	679.4
2 days and more than 1 day . . . . .	69	40,723	22.4	56,333	36.2	578.0
3 days and more than 2 days . . . . .	29	3,390	1.9	8,213	5.3	84.0
Over 3 days and less than 5 days . . . . .	10	747	0.4	2,816	1.8	28.7
5 days and less than 10 days . . . . .	4	3,678	2.0	21,461	13.8	221.6
10 days and less than 20 days . . . . .	..	..	..	..	..	..
20 days and less than 40 days . . . . .	..	..	..	..	..	..
40 days and over . . . . .	..	..	..	..	..	..
<i>Total.</i> . . . . .	271	181,857	100.0	155,520	100.0	1,591.8
<b>OTHER INDUSTRIES</b>						
1 day and less . . . . .	395	134,153	52.0	97,115	15.9	898.5
2 days and more than 1 day . . . . .	176	58,984	22.9	98,547	16.2	885.2
3 days and more than 2 days . . . . .	107	27,307	10.6	64,215	10.5	578.2
Over 3 days and less than 5 days . . . . .	83	16,349	6.3	61,603	10.1	576.7
5 days and less than 10 days . . . . .	78	12,880	5.0	86,360	14.2	843.7
10 days and less than 20 days . . . . .	24	6,249	2.4	68,532	11.3	674.2
20 days and less than 40 days . . . . .	2	28	..	635	0.1	5.5
40 days and over . . . . .	2	2,039	0.8	132,349	21.7	1,650.8
<i>Total.</i> . . . . .	867	257,989	100.0	609,356	100.0	6,112.8
<b>ALL INDUSTRIES</b>						
1 day and less . . . . .	686	286,550	60.3	177,752	21.8	1,712.9
2 days and more than 1 day . . . . .	290	110,879	23.4	175,288	21.5	1,665.6
3 days and more than 2 days . . . . .	155	33,714	7.1	80,813	9.9	740.8
Over 3 days and less than 5 days . . . . .	102	18,486	3.9	69,890	8.6	657.8
5 days and less than 10 days . . . . .	85	17,099	3.6	110,610	13.5	1,090.9
10 days and less than 20 days . . . . .	24	6,249	1.3	68,532	8.4	674.2
20 days and less than 40 days . . . . .	2	28	..	635	0.1	5.5
40 days and over . . . . .	2	2,039	0.4	132,349	16.2	1,650.8
<i>Grand total</i> . . . . .	1,346	475,044	100.0	815,869	100.0	8,198.5

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Includes workers indirectly involved. See footnote (b) to table on page 388.

**Causes of disputes**

Stoppages are analysed in three separate groups, 'Coal mining', 'Stevedoring', and 'Other industries'. Causes have been 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, including disciplinary action, the promotion of employees, the employment of particular individuals, personal disagreements between employees and supervisory staff, and disputes arising from the computation of wages, leave, etc., in individual cases. The third group includes stoppages over employment of non-unionists, inter-union and intra-union disputes, disputes over recognition of union activities, and sympathy stoppages in support of employees in another industry. The last group comprises disputes by way of protest against situations not arising from the usual relationship of employer and employee, e.g. political matters, and cases (occurring mainly in the coal mining industry) where the cause of the stoppage is not officially made known to the management.

The following tables show particulars of industrial disputes classified according to cause, in three industry groups for 1965, and according to cause for the years 1961 to 1965.

**INDUSTRIAL DISPUTES(a): CAUSES, BY INDUSTRY GROUP, AUSTRALIA, 1965**

Cause of dispute	Coal mining	Stevedoring	Other industries	All industries
<b>Number of disputes—</b>				
Wages, hours and leave . . . . .	5	46	375	426
Physical working conditions and managerial policy . . . . .	115	201	419	735
Trade unionism . . . . .	31	7	63	101
Other . . . . .	57	17	10	84
<i>Total disputes</i> . . . . .	<i>208</i>	<i>271</i>	<i>867</i>	<i>1,346</i>
<b>Workers involved(b)—</b>				
Wages, hours and leave . . . . .	628	90,952	176,525	268,105
Physical working conditions and managerial policy . . . . .	17,140	56,979	68,992	143,111
Trade unionism . . . . .	5,012	2,314	10,396	17,722
Other . . . . .	12,418	31,612	2,076	46,106
<i>Total workers involved</i> . . . . .	<i>35,198</i>	<i>181,857</i>	<i>257,989</i>	<i>475,044</i>
<b>Working days lost—</b>				
Wages, hours and leave . . . . .	740	83,167	444,815	528,722
Physical working conditions and managerial policy . . . . .	28,825	56,364	150,353	235,542
Trade unionism . . . . .	6,236	1,067	11,570	18,873
Other . . . . .	15,192	14,922	2,618	32,732
<i>Total working days lost</i> . . . . .	<i>50,993</i>	<i>155,520</i>	<i>609,356</i>	<i>815,869</i>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. directly involved. See note (b) to table on page 388.

(b) Includes workers



## INDUSTRIAL DISPUTES(a): CAUSES, AUSTRALIA, 1961 TO 1965

Cause of dispute	1961	1962	1963	1964	1965
<b>Number of disputes—</b>					
Wages, hours and leave . . . . .	123	290	279	320	426
Physical working conditions and managerial policy . . . . .	525	707	748	758	735
Trade unionism . . . . .	66	92	115	136	101
Other . . . . .	101	94	108	120	84
<i>Total disputes . . . . .</i>	<i>815</i>	<i>1,183</i>	<i>1,250</i>	<i>1,334</i>	<i>1,346</i>
<b>Workers involved(b)—</b>					
Wages, hours and leave . . . . .	114,125	133,312	171,551	235,846	268,105
Physical working conditions and managerial policy . . . . .	102,125	179,321	142,998	191,354	143,111
Trade unionism . . . . .	13,797	15,243	22,251	31,670	17,722
Other . . . . .	70,310	25,977	75,908	86,758	46,106
<i>Total workers involved . . . . .</i>	<i>300,357</i>	<i>353,853</i>	<i>412,708</i>	<i>545,628</i>	<i>475,044</i>
<b>Working days lost—</b>					
Wages, hours and leave . . . . .	248,864	194,427	274,901	556,948	528,722
Physical working conditions and managerial policy . . . . .	261,454	274,091	233,502	257,062	235,542
Trade unionism . . . . .	34,021	22,418	23,268	33,392	18,873
Other . . . . .	62,472	17,819	49,897	63,956	32,732
<i>Total working days lost . . . . .</i>	<i>606,811</i>	<i>508,755</i>	<i>581,568</i>	<i>911,358</i>	<i>815,869</i>

(a) Refers only to disputes involving a stoppage of 10 man-days or more. (b) Includes workers indirectly involved. See note (b) to table on page 388.

## Methods of settlement of disputes

The following table shows particulars of industrial disputes for 1965, classified according to method of settlement, in three industry groups.

## INDUSTRIAL DISPUTES(a): METHODS OF SETTLEMENT, BY INDUSTRY GROUP AUSTRALIA, 1965

Method of settlement	Coal mining	Stevedoring	Other industries	All industries
<b>NUMBER OF DISPUTES</b>				
By private negotiation . . . . .	29	..	199	228
By mediation not based on legislation . . . . .	..	..	..	..
State legislation—				
Under State Conciliation, etc., legislation . . . . .	3	..	137	140
By reference to State Government officials . . . . .	..	..	..	..
Commonwealth and Commonwealth-State legislation—				
Industrial Tribunals under—				
Conciliation and Arbitration Act . . . . .	..	..	104	104
Coal Industry Acts . . . . .	13	..	..	13
Stevedoring Industry Act . . . . .	..	1	..	1
Other Acts . . . . .	..	..	..	..
By reference to Commonwealth Government officials . . . . .	..	169	1	170
By filling places of workers on strike or locked out . . . . .	..	..	..	..
By closing down establishment permanently . . . . .	..	..	..	..
By resumption without negotiation . . . . .	163	101	425	689
By other methods . . . . .	..	..	..	..
<b>Total . . . . .</b>	<b>208</b>	<b>271</b>	<b>866</b>	<b>1,345</b>

**INDUSTRIAL DISPUTES(a): METHODS OF SETTLEMENT, BY INDUSTRY GROUP  
AUSTRALIA, 1965—continued**

Method of settlement	Coal mining	Steve- doring	Other industries	All industries
<b>WORKERS INVOLVED(b)</b>				
By private negotiation . . . . .	3,411	..	27,491	30,902
By mediation not based on legislation . . . . .	..	..	..	..
State legislation—				
Under State Conciliation, etc., legislation . . . . .	287	..	22,717	23,004
By reference to State Government officials . . . . .	..	..	..	..
Commonwealth and Commonwealth-State legislation—				
Industrial Tribunals under—				
Conciliation and Arbitration Act . . . . .	..	..	21,769	21,769
Coal Industry Acts . . . . .	1,626	..	..	1,626
Stevedoring Industry Act . . . . .	..	110	..	110
Other Acts . . . . .	..	..	..	..
By reference to Commonwealth Government officials . . . . .	..	76,816	212	77,028
By filling places of workers on strike or locked out . . . . .	..	..	..	..
By closing down establishment permanently . . . . .	..	..	..	..
By resumption without negotiation . . . . .	29,874	104,931	185,610	320,415
By other methods . . . . .	..	..	..	..
<b>Total . . . . .</b>	<b>35,198</b>	<b>181,857</b>	<b>257,799</b>	<b>474,854</b>
<b>WORKING DAYS LOST</b>				
By private negotiation . . . . .	6,504	..	54,686	61,190
By mediation not based on legislation . . . . .	..	..	..	..
State legislation—				
Under State Conciliation, etc., legislation . . . . .	586	..	70,805	71,391
By reference to State Government officials . . . . .	..	..	..	..
Commonwealth and Commonwealth-State legislation—				
Industrial Tribunals under—				
Conciliation and Arbitration Act . . . . .	..	..	94,236	94,236
Coal Industry Acts . . . . .	4,117	..	..	4,117
Stevedoring Industry Act . . . . .	..	46	..	46
Other Acts . . . . .	..	..	..	..
By reference to Commonwealth Government officials . . . . .	..	90,202	418	90,620
By filling places of workers on strike or locked out . . . . .	..	..	..	..
By closing down establishment permanently . . . . .	..	..	..	..
By resumption without negotiation . . . . .	39,786	65,272	387,535	492,593
By other methods . . . . .	..	..	..	..
<b>Total . . . . .</b>	<b>50,993</b>	<b>155,520</b>	<b>607,680</b>	<b>814,193</b>

(a) Refers only to disputes involving a stoppage of work of 10 man-days or more. (b) Includes workers indirectly involved. See note (b) to table on page 388. (c) Differences between these figures and corresponding figures in tables on pages 387-91 are due to disputes which were incomplete at the end of the year.

**WORKERS' COMPENSATION LEGISLATION**

A conspectus of the principal provisions of Workers' Compensation Acts in force in Australia at 31 December 1964 is included in *Labour Report* No. 51, pages 215-23.

**LABOUR ORGANIZATIONS**
**Labour organizations in Australia**

The figures shown in this section are prepared from a special collection of membership of labour organizations at 31 December each year. The affairs of single unions 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. More detailed statistics appear in the annual *Labour Report*.

**Trade Unions**

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: (a) the local independent; (b) the State; (c) the interstate; and (d) 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. Statistics relating to interstate or federated trade unions are shown in the table on page 394.

Returns showing membership by States and Territories at 31 December each year are obtained for all trade unions and employee organizations. The following table shows the position at the end of each of the years 1963 to 1965.

**TRADE UNIONS: NUMBER AND MEMBERSHIP, STATES AND TERRITORIES, 1963 TO 1965**

State or Territory	Number of separate unions			Number of members ('000)			Percentage increase in membership(a)		
	1963	1964	1965	1963	1964	1965	1963	1964	1965
New South Wales . . . . .	227	223	222	782.7	795.1	825.8	2.2	1.6	3.9
Victoria . . . . .	154	157	156	514.9	525.8	537.8	3.4	2.1	2.3
Queensland . . . . .	137	141	140	339.4	350.6	353.3	1.6	3.3	0.8
South Australia . . . . .	134	137	137	161.1	166.9	174.0	0.4	3.6	4.2
Western Australia . . . . .	154	154	155	129.0	135.1	139.2	6.5	4.7	3.1
Tasmania . . . . .	103	111	109	57.4	59.9	63.4	0.4	4.2	6.0
Northern Territory(b) . . . . .	30	30	33	3.3	3.4	3.5	(b)	(b)	(b)
Australian Capital Territory(b) . . . . .	54	59	64	15.7	18.0	19.1	(b)	(b)	(b)
<b>Australia . . . . .</b>	<b>(c) 347</b>	<b>(c) 340</b>	<b>(c) 334</b>	<b>2,003.5</b>	<b>2,054.8</b>	<b>2,116.2</b>	<b>2.7</b>	<b>2.6</b>	<b>3.0</b>

(a) On preceding year. (b) In some cases union members in the Territories associated with State organizations are reported under the heading of that State. The annual figures reflect, in part, progressive improvements to more accurate reporting, and the comparability of totals for the Territories is affected by this aspect. (c) Without interstate duplication. See below.

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

A table showing the number and membership of trade unions in Australia for the years 1912 to 1964 is included in Appendix XII to *Labour Report* No. 51.

The following table shows the number of unions and members thereof in Australia at the end of each of the years 1963 to 1965 classified according to industry group.

**TRADE UNIONS: INDUSTRY GROUPS, AUSTRALIA, 1963 TO 1965**

Industry group	1963		1964		1965	
	No. of unions (a)	No. of members	No. of unions (a)	No. of members	No. of unions (a)	No. of members
Agriculture, grazing, etc. . . . .		'000		'000		'000
Mining and quarrying . . . . .	3	60.8	3	63.3	3	63.9
Manufacturing—	12	35.0	12	35.2	12	35.9
Engineering, metals, vehicles, etc. . . . .	12	301.5	12	312.8	11	328.0
Textiles, clothing and footwear . . . . .	7	107.7	6	109.9	6	113.7
Food, drink and tobacco . . . . .	34	136.7	33	130.9	32	130.0
Sawmilling, furniture, etc. . . . .	6	39.7	6	39.5	6	39.5
Paper printing, etc. . . . .	6	53.4	6	53.2	6	54.7
Other manufacturing . . . . .	31	90.8	29	95.0	28	95.1
<b>All manufacturing groups . . . . .</b>	<b>96</b>	<b>729.8</b>	<b>92</b>	<b>741.3</b>	<b>89</b>	<b>761.1</b>
Building and construction . . . . .	25	144.9	24	146.9	24	150.9
Railway and tramway services . . . . .	25	133.8	24	131.2	24	132.0
Road and air transport . . . . .	10	66.2	11	68.0	11	71.7
Shipping and stevedoring . . . . .	14	33.3	14	35.1	14	35.4
Banking, insurance and clerical . . . . .	19	126.4	17	132.8	15	137.3
Wholesale and retail trade . . . . .	12	84.2	12	86.3	12	86.2
Public administration(b) . . . . .	70	374.0	72	389.2	71	405.9
Amusement, hotels, personal service, etc. . . . .	23	54.1	22	54.8	22	56.3
Other industries(c) . . . . .	38	161.0	37	170.6	37	179.6
<b>All industry groups . . . . .</b>	<b>347</b>	<b>2,003.5</b>	<b>340</b>	<b>2,054.8</b>	<b>334</b>	<b>2,116.2</b>

(a) Without interstate duplication. See above. (b) Includes communication, municipal, etc. (c) Includes community and business services.

*Number of Trade Union 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 estimates of wage and salary earners in employment do not include employees engaged in rural industry or 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 in private domestic service recorded at the nearest available population census. 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, 1954 TO 1965**

Year	Number of members ('000)			Proportion of total wage and salary earners <sup>(a)</sup> (Per cent)		
	Males	Females	Persons	Males	Females	Persons
1954 . . .	1,448.2	339.3	1,787.5	66	45	61
1961 . . .	1,521.9	372.7	1,894.6	63	41	57
1962 . . .	1,561.9	388.6	1,950.5	64	41	57
1963 . . .	1,588.5	415.0	2,003.5	62	42	57
1964 . . .	1,624.0	430.8	2,054.8	62	41	56
1965 . . .	1,667.2	449.0	2,116.2	62	41	56

(a) See text above.

*Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated trade unions in 1965.

**INTERSTATE OR FEDERATED TRADE UNIONS<sup>(a)</sup>: AUSTRALIA, 1965**

	Unions operating in—					Total
	2 States	3 States	4 States	5 States	6 States	
Number of unions . . .	10	4	21	35	73	143
„ „ members ('000) .	21.4	26.3	115.9	480.7	1,281.6	1,925.9

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

**Organizations registered under the (Commonwealth) Conciliation and Arbitration Act**

Under Part VIII. of the *Conciliation and Arbitration Act 1904-1965* any association of employers in an 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, and any association of not less than 100 employees in any industry, may be registered. However, the Public Service Arbitration Act provides that an association of less than 100 employees may be registered as an organization under the Conciliation and Arbitration Act if its members comprise at least three-fifths of all persons engaged in that industry in the Public Service. Such organizations are included in the figures shown below. Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1965 the number of employers' organizations registered under the provisions of the Act was 66. The number of unions registered at the end of 1965 was 155, with membership of 1,779,100, representing 84 per cent of the total membership of all trade unions in Australia. Lists of organizations of employees and of employers registered under this Act are contained in the *Industrial Information Bulletin*, Vol. 21, No. 1, January 1966 published by the Department of Labour and National Service.

**Central Labour Organizations**

*Trades and Labour Councils.* Delegate organizations, usually known as Trades Hall Councils or Labour Councils and consisting of representatives of a number of trade unions have been established in the capital cities and in a number of other centres in each State. In the centres where these councils exist most unions or local branches operating in the district are affiliated. The district councils obtain their finance by means of a *per capita* tax on members of affiliated unions. In States other than Western Australia the district councils are generally independent bodies, although provision usually exists in the rules of the central council in the capital city for the organization of district councils, or for their representation on the central council. In Western Australia there was until 1962 a unified system or organization with a central council and district councils within the framework of the Australian Labor Party. In 1962 this organization was abolished and a separate Trades and Labour Council, to have provincial councils, was established outside the political organization. At the end of 1963 only the central council (the Trades and Labour Council of Western Australia) was operating, but a number of provincial councils were established during 1964.

The following table shows, for each State and Territory, the number of trades and labour councils and the number of affiliated unions or branches of unions at the end of 1965. The figures for 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.

**CENTRAL LABOUR ORGANIZATIONS: NUMBER, AND UNIONS AND BRANCH UNIONS AFFILIATED, STATES AND TERRITORIES, 1965**

—	N.S.W	Vic.	Qld	S.A.	W.A. (a)	Tas.	N.T.	A.C.T.	Total
Number of councils . . . . .	12	9	13	6	4	5	..	1	50
Number of unions and branch unions affiliated . . . . .	347	282	179	150	164	138	..	27	1,287

(a) See explanation in text above.

As well as trades and labour councils there are councils organized on trade lines and composed of delegates from separate unions whose members' interests are closely connected by reason of their occupations. Delegate councils of bakers, bread carters and mill employees, or of unions connected directly or indirectly with the metal trades, or with the building trades, are examples of such organizations.

*Australian Council of Trade Unions.* A central labour organization, now called the Australian Council of Trade Unions, came into being during 1927. The Council was created to function on behalf of the trade unions of Australia, and was founded at an All-Australian Trade Union Congress held in Melbourne in May 1927. The A.C.T.U. consists of affiliated unions and affiliated Metropolitan and/or State Labour Councils and Provincial Councils. The Metropolitan or State Labour Council in each State is the State Branch of the A.C.T.U. and it 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: Building, Food and distributive services, Manufacturing, Metal, Services, and Transport. To this executive are added the four officers, namely, President, two Vice-Presidents, and Secretary, who are elected by and from the Australian Congress of Trade Unions.

The ordinary meetings of Congress are held in alternate years. The 1965 Biennial Congress was held in September 1965, and was attended by 573 delegates from affiliated organizations, State branches of the A.C.T.U., and provincial councils. Special meetings of Congress are held whenever deemed advisable by decision of the executive, as approved by the majority of its branches, or by resolution of unions representing one-third of the total membership of the A.C.T.U.

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

The A.C.T.U. was the first interstate body in Australia with authority to deal with industrial matters of an interstate character affecting the trade union movement generally. It is also the body responsible for submitting to the Commonwealth Government the names of persons suitable for selection as the Australian workers' delegate to the annual International Labour Conference. All the major unions are affiliated with the A.C.T.U., with the exception of the largest, the Australian Workers' Union, which is itself virtually a central organization of branches catering in the main for employees in rural and construction industries.

### International Labour Organisation

The International Labour Organisation (I.L.O.) was established on 11 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 Organisation 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 organizations, social security and other aspects of social policy. The Organisation has three basic parts. These are the International Labour Conference, its highest authority, which as a rule meets annually; the Governing Body, its executive council, which usually meets three times each year; and the International Labour Office, which provides the secretariat of the Organisation. The Conference is composed of delegations from the Member States of the Organisation. At the end of 1965 there were 115 Member States, each of which is entitled to be represented by four delegates—two government, one representing employers and one representing workers, together with their advisers. Each delegate speaks and votes independently, so that all points of view in each country are fully expressed. The Governing Body consists of the representatives of twenty-four governments and twelve employers' and twelve workers' representatives. Of the twenty-four government representatives, ten are from the ten countries of major industrial importance and fourteen are elected by the remaining governments. These latter fourteen government representatives and the twelve employers' and twelve workers' titular delegates and the deputy members of the three groups are elected by their groups at the Conference every three years. Particulars are given in *Labour Report* No. 51 of the proceedings of International Labour Conferences up to the 47th Session, held in Geneva in June 1964. For details of I.L.O. conventions ratified by Australia, see *Labour Report* No. 51, pages 235-6.