

CHAPTER VIII.

LABOUR, WAGES AND PRICES.

NOTE.—Reference is made in this chapter to retail and wholesale price indexes. For particulars of the Export Price Index, see Chapter VII., page 227, and of the Farm Production Price Index, see Chapter XXIX., § 2.

A. RETAIL PRICES AND PRICE INDEXES.

§ 1. General.

The information on retail prices and price indexes presented in this chapter is extracted from the annual *Labour Report* of the Commonwealth Bureau of Census and Statistics. For a full explanation of methods adopted and an analysis of problems involved see the detailed reference in Chapter I. of *Labour Report* No. 42, 1953.

Retail prices of an extensive range of commodities and services in common demand have been ascertained at frequent and regular intervals since 1923 for each of the six capital cities and for 27 of the more important towns of Australia. Comparable information is available for the month of November in each year 1914 to 1922 for each of the six capital cities. The list of items priced for index purposes is published in the annual *Labour Report*.

Retail prices of food and groceries and average rentals of houses for earlier years extending back to 1901 were collected by this Bureau, and in some cases have been recorded by the Statisticians of various States as far back as 1864.

§ 2. Previous Retail Price Indexes.

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

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

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

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

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

1. Origin of the Interim Retail Price Index (1952-53 Base Year).—The list of component items and the weighting pattern of the "C" Series Retail Price Index were first adopted in 1922 but were reviewed by Conference of Statisticians in 1936. (*See Labour Report No. 41, 1952, page 33, paragraph 2.*)

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

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

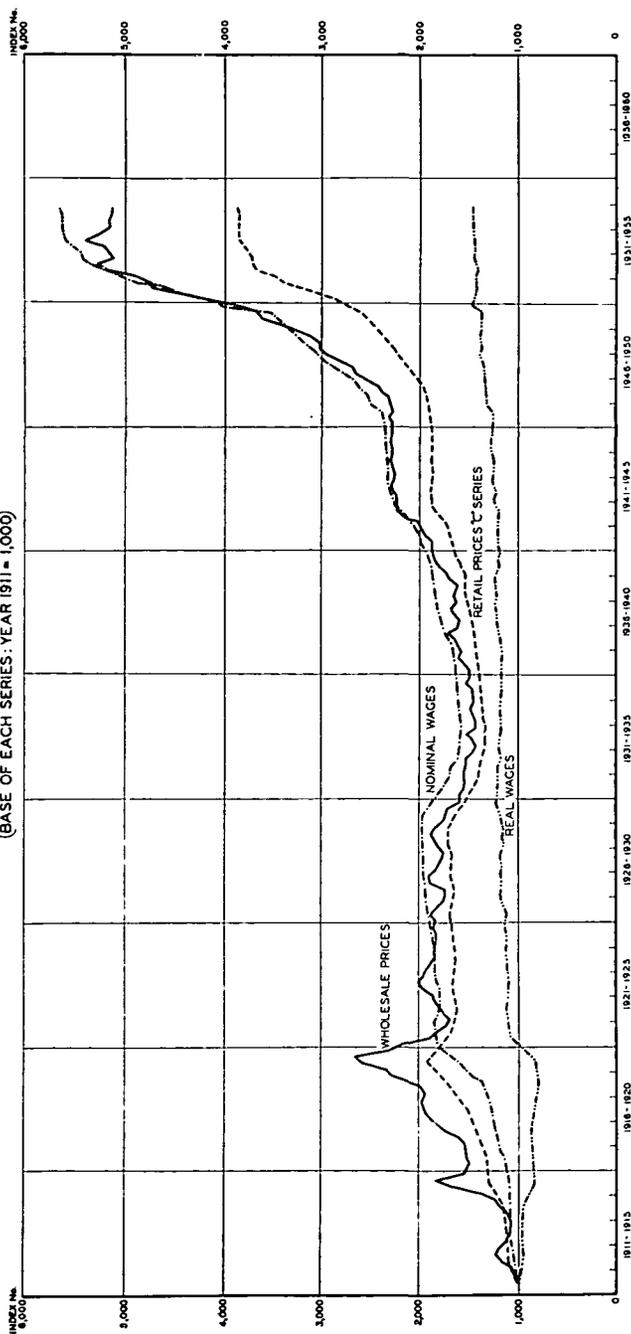
There supervened in the next two years conditions which caused wide price dispersion, a very rapid rise in prices and a new sequence of changes in consumption and the pattern of wage earner expenditure. Under these conditions it was not possible to devise any new weighting pattern for the years 1949-50,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

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

" 13. Retail Price Indexes—

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

WHOLESALE AND RETAIL PRICES, NOMINAL, AND EFFECTIVE OR REAL WAGES - INDEX NUMBERS
 AUSTRALIA, 1911 TO 1954
 (BASE OF EACH SERIES: YEAR 1911 = 1,000)



EXPLANATION.—The index numbers in the graph above are for the Six Capital Cities as a whole, with the exception of those for Wholesale Prices up to the fourth quarter of 1927, which are for Melbourne. The wholesale prices graph shows the trend of prices according to the "old" Melbourne Index up to the fourth quarter of 1927, but thereafter this index having been "spliced" with the Basic Materials and Foodstuffs Index, the curve line moves in accordance with the variations of the latter. The price quotations for this index are, in the main, obtained from Melbourne sources, but their movements may be taken as representative of fluctuations in most Australian markets. For the period 1911-1914 the "C" Series index numbers are taken back from the true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of All Houses). Retail wages are computed on the basis of the "C" Series Retail Price Index.

- (e) That the problem of measuring comparative retail price levels as between cities at any point of time differs in principle from the problem of measuring periodic variations in price level in an individual city".

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

In respect of any divergency in trends shown by the new index as compared with the old, the following comment is paraphrased from comment made in the course of the Statistician's memoranda to the Commonwealth Court of Conciliation and Arbitration in 1949: It is to be expected that the new index will for a period show much the same trend as does the "C" Series Index. If there is any appreciable difference in trend, it is certain that the new index would be the more accurate reflex of price movements relevant under current conditions.

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

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

The components and weighting of the Interim Retail Price Index will be reviewed in the light of data derived from the Census of Retail Sales (1952-53) as to consumer expenditure on various kinds of goods, estimates of consumer expenditure on services relevant to construction of a retail price index of this type and data as to rents and housing derived from the Census of 30th June, 1954. It is proposed to cast the index into final form as soon as possible.

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

A full list of the items used in the Interim Index is shown in Appendix III. of the Statistical Bulletin of 24th March, 1954, and in Section IV. of the Appendix to *Labour Report* No. 42, 1953. The changes in structure of each group of items as adopted for the Interim Retail Price Index are summarized below:—

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

(ii) **Clothing and Drapery Group.**—In the Interim Index, seventeen new items have been added to the Clothing and Drapery Group, and 25 items each formerly represented

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

(iii) *Rent Group*.—Only minor changes have been made in the Rent Group. Available data indicate (a) that, in general, very few new houses have been built by private owners for renting in the post-war years; (b) that in some cities considerable numbers of new Government houses have been built for renting or occupancy on a quasi-rental basis; and (c) that there has been a substantial increase in the numbers of owner-occupied houses, including new instalment-purchase or quasi-instalment-purchase houses under governmental and private housing schemes. In recent years the difficulty of obtaining data suitable for the housing component of a price index has therefore intensified. The facts will be reviewed in the light of data obtained at the Census of 30th June, 1954 and further study given to the hitherto intractable problems associated with measuring at quarterly intervals "housing price" variations in a form suitable for use in a retail price index in respect of owner-occupied houses, instalment-purchase houses, and houses occupied under the various types of governmental housing schemes.

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

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

In the year 1952-53 the ratio of the individual group "aggregate expenditure" to the "aggregate expenditure" of the whole index for the Six Capital Cities combined was as follows:—

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

In the Interim Index common weights are adopted for all groups and items in the index for each city except in respect of fares, gas, electricity and some minor items. The resultant indexes show price variations for each city on a basis appropriate to that city. They are not constructed to provide a precise measure of the relative "cost of living", comparing one city with another. For that reason the Interim Index for each city in the base year 1952-53 is 100.

4. Comparison of Trends of the Interim Retail Price Index with Trends of the "C" Series Retail Price Index.—The following table shows for each of the years 1950-51 to 1953-54 and for each quarter from September Quarter, 1952 to December Quarter, 1954 the Interim Index for the Six Capital Cities combined, with the year 1952-53 as base = 100 in comparison with the "C" Series Index recomputed to the same base:—

Period.	Six Capital Cities (Weighted Average—Base : Year 1952-53 = 100).	
	"C" Series Index.	Interim Index.
Year ended June—		
1951	74.8	74.9
1952	91.7	91.4
1953	100.0	100.0
1954	102.8	102.5
Quarter ended—		
1952—September	99.0	98.8
December	99.2	99.3
1953—March	100.3	100.4
June	101.4	101.6
September	102.7	102.4
December	102.9	102.2
1954—March	102.9	102.7
June	102.8	102.7
September	102.6	102.7
December	103.2	103.2

The figures appearing after the decimal point possess little significance for general statistical purposes. They are inserted merely to avoid the distortion that would occur in rounding off the figures to the nearest whole number. For instance, if the Interim Indexes for each quarter of 1953 were rounded off to 100, 102, 102 and 102 respectively, they would suggest a rise of 2 per cent. in June Quarter, 1953 and no change in September Quarter, 1953. The figures for the Interim Index as presented in the table indicate a rise of the order of 1 per cent. in June Quarter, 1953 and 1 per cent. in September Quarter, 1953. Price indexes cannot measure aggregate price variations with an accuracy of the order of one-tenth of 1 per cent.

The Interim Index shows that the aggregate "C" Series Index continued to be representative and reasonably reliable within its definition in respect of the average of the Six Capital Cities. The divergence appearing in the movements of the two indexes is not as yet of a major character and may be transient. With changing conditions significant divergences may occur between the movements shown by a retail price index (such as the "C" Series Index) constructed on pre war weights and a comparatively limited range of major items and a retail price index (such as the Interim Index) constructed on 1950-53 weights and a broader list of items. The two indexes represent, respectively, two distinct approaches to the measurement of retail price variations in recent years.

For general statistical purposes there is as yet no significant divergence between the movements of the two indexes, if due regard is paid to the fact that a composite price index is necessarily an approximate summary which combines into one aggregate price variations of many items.

Any more rigid use of the index for specific purposes is the responsibility of the bodies or persons using the indexes.

§ 4. Tabular Statements of Retail Price Index Numbers.

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

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

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

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

2. **The "C" Series Retail Price Index.**—A table of "C" Series index numbers for the weighted average of the six capital cities combined, together with index numbers for each of the four main groups of items in the "C" Series Index for each year 1914 to 1954 is shown on page 253. Detailed tables were last published in *Labour Report* No. 41, 1952, pp. 19-31.

3. **The Interim Retail Price Index.**—On this and the following page are published:—

(i) the Interim Retail Price index numbers for each of the years ended June, from 1951 to 1954, and for each quarter during the period September Quarter, 1952 to December Quarter, 1954, for the weighted average of the six capital cities combined, showing also separate indexes for each of the four groups of items (page 250);

(ii) the Interim Retail Price index numbers for each of the years ended June from 1951 to 1954, and for each quarter during the period December Quarter, 1953 to December Quarter, 1954, for each capital city and for the six capital cities combined, and showing also separate indexes for each of the four groups of items (page 251).

INTERIM RETAIL PRICE INDEX—GROUP INDEXES.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base: Year 1952-53 = 100.)

Period.	Food.	Clothing and Drapery.	Rent.(a)	Other Items.	All Groups.
Year ended June—					
1951.. ..	67.9	78.1	90.3	76.3	74.9
1952.. ..	89.4	93.8	92.6	91.3	91.4
1953.. ..	100.0	100.0	100.0	100.0	100.0
1954.. ..	103.7	101.6	105.0	100.9	102.5
Quarter ended—					
1952—September	99.8	98.0	97.0	98.7	98.8
December	98.5	99.6	99.0	100.0	99.3
1953—March ..	100.0	100.4	101.4	100.6	100.4
June ..	101.7	102.0	102.6	100.7	101.6
September	103.9	101.5	103.3	101.0	102.4
December	103.4	101.6	103.9	100.5	102.2
1954—March ..	104.0	101.8	104.9	101.2	102.7
June ..	103.7	101.5	107.7	100.9	102.7
September	103.0	101.6	108.9	101.2	102.7
December	103.7	102.3	109.3	101.2	103.2

(a) See note (b) on page 253.

INTERIM RETAIL PRICE INDEX NUMBERS.

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

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

City.	Year ended June, 1954.	Year ended June, 1952.	Year ended June, 1953.	Year ended June, 1954.	1953.		1954.		
					Dec. Qtr.	Mar. Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.
GROUP I.—FOOD.									
Sydney	66.1	89.9	100.0	102.4	101.9	102.9	101.8	101.6	102.8
Melbourne .. .	69.2	89.1	100.0	104.6	104.7	104.4	104.3	102.7	103.4
Brisbane .. .	69.2	90.1	100.0	104.1	104.0	105.5	104.0	102.3	103.3
Adelaide .. .	69.2	90.5	100.0	103.5	103.1	103.4	104.2	105.1	104.9
Perth .. .	69.3	87.0	100.0	106.3	103.8	106.8	109.4	109.6	108.0
Hobart .. .	66.4	86.8	100.0	107.7	109.0	106.6	106.6	106.1	105.0
Six Capitals (a)	67.9	89.4	100.0	103.7	103.4	104.0	103.7	103.0	103.7

GROUP II.—CLOTHING AND DRAPERY.									
Sydney	78.6	93.6	100.0	101.7	101.6	101.9	101.8	101.8	102.6
Melbourne .. .	77.6	93.4	100.0	101.3	101.3	101.5	101.1	101.2	101.9
Brisbane .. .	78.7	94.6	100.0	101.7	101.7	101.8	101.9	102.0	102.8
Adelaide .. .	77.0	93.9	100.0	102.2	102.4	102.3	101.8	101.9	102.7
Perth .. .	78.8	95.5	100.0	100.9	101.0	101.0	100.6	100.7	101.5
Hobart .. .	78.9	94.7	100.0	102.6	102.8	102.8	102.6	102.6	103.0
Six Capitals (a)	78.1	93.8	100.0	101.6	101.6	101.8	101.5	101.6	102.3

GROUP III.—RENT(b) (4 AND 5 ROOMED HOUSES).									
Sydney	86.6	87.7	100.0	107.7	107.2	108.7	108.8	109.3	109.5
Melbourne .. .	99.4	99.6	100.0	100.8	100.6	101.0	101.3	101.5	101.8
Brisbane .. .	93.7	97.7	100.0	102.9	102.5	103.6	103.7	104.4	105.1
Adelaide .. .	82.8	86.0	100.0	102.7	102.4	102.9	103.3	103.8	104.5
Perth .. .	82.1	94.4	100.0	110.8	101.9	103.1	136.7	147.3	148.3
Hobart .. .	85.1	91.4	100.0	108.8	108.8	109.3	109.4	109.4	109.5
Six Capitals(a)	90.3	92.6	100.0	105.0	103.9	104.9	107.7	108.9	109.3

GROUP IV.—OTHER ITEMS.(c)									
Sydney	78.3	93.6	100.0	100.5	99.9	100.8	100.7	101.0	101.0
Melbourne .. .	73.5	88.7	100.0	100.9	100.4	101.2	100.9	101.1	100.9
Brisbane .. .	78.5	92.7	100.0	103.0	103.6	103.5	103.5	104.0	104.3
Adelaide .. .	76.9	90.2	100.0	99.3	98.8	99.4	98.7	99.1	99.3
Perth .. .	74.6	89.6	100.0	100.8	101.1	100.4	100.5	101.2	101.4
Hobart .. .	72.7	89.0	100.0	108.2	109.2	109.8	104.6	104.9	105.0
Six Capitals(a)	76.3	91.3	100.0	100.9	100.5	101.2	100.9	101.2	101.2

ALL GROUPS.

Sydney	74.6	91.7	100.0	102.2	101.8	102.6	102.2	102.2	102.9
Melbourne .. .	75.2	91.0	100.0	102.4	102.2	102.4	102.3	101.8	102.2
Brisbane .. .	76.4	92.7	100.0	103.0	103.1	103.8	103.3	102.8	103.6
Adelaide .. .	74.7	90.9	100.0	102.0	101.7	102.0	102.0	102.5	102.8
Perth .. .	74.5	90.7	100.0	103.9	102.2	103.3	107.6	109.0	108.7
Hobart .. .	73.1	89.9	100.0	106.6	107.4	106.7	105.3	105.1	104.9
Six Capitals(a)	74.9	91.4	100.0	102.5	102.2	102.7	102.7	102.7	103.2

(a) Weighted average. (b) See note (b) on page 253. (c) A group of items under the following headings—Electricity, Gas, and Firewood ; Household Sundries ; Services ; Cinema Admission, Radio Licence, and Newspapers ; Fares ; and Tobacco and Cigarettes.

§ 5. The "C" Series Retail Price Index: 1914-1954.

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

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

"C" SERIES RETAIL PRICE INDEX NUMBERS.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

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

1914, November	..	..	..	687 (Beginning of War I.)
1918, November	..	..	..	905 (End of War I.)
1920, November	..	..	..	1,166 (Post-War peak)
1922, November	..	..	..	975 (Post-War trough)
1929, Year	..	..	..	1,033 (Pre-Depression peak)
1933, Year	..	..	..	804 (Depression trough)
1939, September Quarter	..	..	..	916 (Pre-War II.)
1943, March Quarter	..	..	..	1,123 (Pre-Price Stabilization)
1943, June Quarter	..	..	..	1,143 (War II. peak)
1945, September Quarter	..	..	..	1,126 (End of War II.)
1948, September Quarter	..	..	..	1,311
1950, September Quarter	..	..	..	1,572
1952, September Quarter	..	..	..	2,238
1953, September Quarter	..	..	..	2,321
1954, December Quarter	..	..	..	2,333

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

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

This retail price index rose by 16 per cent. in the three years following the end of the 1939-45 War (i.e., to September Quarter, 1948) and by 77 per cent. in the next five years to September Quarter, 1953 and remained relatively stable at that level until December Quarter, 1954.

3. "C" Series Retail Price Index, Six Capital Cities, 1914 to 1954.—The movement in the various groups of the index and in the index as a whole for each year for which it has been compiled is shown in the following table for the six capital cities combined:—

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

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

Period.	Food and Groceries.	Rent (4 and 5 Roomed Houses).(b)	Clothing.	Miscellaneous.	Total "C" Series Index.
1914 (c)	641	649	754	749	687
1915 (c)	842	659	792	786	782
1916 (c)	812	665	831	802	795
1917 (c)	836	685	992	882	847
1918 (c)	861	722	1,097	972	905
1919 (c)	1,026	768	1,238	1,036	1,022
1920 (c)	1,209	851	1,365	1,194	1,166
1921 (c)	950	877	1,246	1,010	1,013
1922 (c)	945	929	1,052	999	975
1923 ..	1,009	950	1,045	999	1,003
1924 ..	969	988	1,003	1,004	987
1925 ..	993	1,008	991	993	997
1926 ..	1,023	1,026	986	998	1,011
1927 ..	1,000	1,030	975	1,008	1,002
1928 ..	985	1,066	997	1,010	1,009
1929 ..	1,044	1,073	996	1,007	1,033
1930 ..	941	1,047	951	999	975
1931 ..	826	901	853	973	873
1932 ..	796	817	804	958	830
1933 ..	751	804	787	950	804
1934 ..	783	810	785	944	817
1935 ..	806	839	783	946	832
1936 ..	825	879	792	947	850
1937 ..	851	912	811	960	873
1938 ..	886	942	829	961	897
1939 ..	927	965	841	962	920
1940 ..	939	973	956	993	957
1941 ..	947	976	1,118	1,060	1,008
1942 ..	1,031	976	1,308	1,112	1,091
1943 ..	1,037	975	1,440	1,160	1,131
1944 ..	1,026	976	1,435	1,165	1,126
1945 ..	1,034	975	1,425	1,161	1,126
1946 ..	1,036	976	1,505	1,167	1,145
1947 ..	1,100	977	1,566	1,199	1,188
1948 ..	1,256	979	1,744	1,257	1,295
1949 ..	1,394	982	1,997	1,338	1,415
1950 ..	1,566	987	2,286	1,435	1,560
1951 ..	2,041	1,009	2,749	1,679	1,883
1952 ..	2,520	1,057	3,096	1,958	2,196
1953 ..	2,641	1,138	3,223	2,053	2,302
1954 ..	2,671	1,192	3,218	2,062	2,326
1953—March Quarter	2,572	1,122	3,200	2,048	2,268
June ..	2,605	1,136	3,245	2,051	2,293
September ..	2,686	1,144	3,228	2,054	2,321
December ..	2,702	1,151	3,217	2,060	2,327
1954—March Quarter	2,683	1,162	3,228	2,070	2,327
June ..	2,670	1,191	3,212	2,061	2,324
September ..	2,654	1,205	3,210	2,058	2,321
December ..	2,677	1,209	3,222	2,060	2,333

(a) "Group" index numbers in the above table cannot be compared with each other in order to show the relative cost of Food and Groceries, Housing, Clothing or Miscellaneous requirements, since each "Group" has its own Base = 1,000, viz., the weighted average cost for the six capital cities as a whole during the five-yearly period 1923-27.

(b) Rent.—The rent index numbers shown in the tables in this publication measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Rentals of new tenanted houses completed since the end of the war are not taken into account.

(c) November.

§ 6. International Comparisons.

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

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

Period.	Australia.	United Kingdom.	Canada.	New Zealand.	Union of South Africa.	United States of America.
1939—					(a)	
September Quarter	100	100	100	100	100	100
1940—Year	105	119	105	104	104	100
1941— "	110	128	111	108	109	105
1942— "	119	129	116	111	118	116
1943— "	124	128	117	114	126	123
1944— "	123	129	118	(b) 116	130	125
1945— "	123	131	119	118	133	127
1946— "	125	131	123	118	135	138
1947— "	130	(c) 102	134	122	141	158
1948— "	141	108	154	132	149	170
1949— "	154	111	160	(d) 134	154	168
1950— "	170	114	165	142	160	171
1951— "	206	124	183	157	172	185
1952— "	240	136	186	170	187	189
1953— "	251	140	184	178	194	190
1954— "	254	143	185	185	197	191
1954—March Quarter	254	140	184	183	194	191
June "	254	142	184	186	196	191
Sept. "	253	143	186	186	197	191
Dec. "	255	145	186	186	200	190

(a) Food, Rent and Miscellaneous Expenditure. (b) War-time Index linked to former series.
(c) New series (Base: 17th June, 1947 = 100), commencing from September Quarter, 1947.
(d) Consumers' Retail Price Index from March Quarter, 1949, onwards. Index numbers for earlier periods (shown for purposes of comparison) are obtained by linking the movement in the Retail Price Index (base 1926-30) with the new index.

B. WHOLESALE PRICES AND PRICE INDEXES.

§ 1. General.

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

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

Particulars of the Melbourne Wholesale Price Index, which is now obsolescent, are given in § 3 commencing on page 256 of this chapter.

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

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

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

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

Broadly, where home-consumption prices exist for local products, they have been used in this index. During the year 1950-51 wool for local manufacture was subsidized, and the home-consumption price for wool was used to calculate the index numbers shown in the table in paragraph 4.

2. **Commodities and Grouping.**—For purposes of this index "basic" materials (as opposed to certain of the Foodstuffs) are commodities in the primary or basic forms in which they first enter into productive processes carried out in Australia. The regimen comprises 80 commodities, divided into seven main groups. Each group is sub-divided into goods which are mainly imported, and goods which are mainly home-produced. The percentage of the "aggregate expenditure" in 1950 contributed by each group is shown in the following table:—

Group.	Percentage Value-Weight, 1950.		
	Principally Imported.	Principally Home Produced.	Total.
Metals and Coal	0.05	15.51	15.56
Oils, Fats and Waxes	10.90	0.24	11.14
Textiles	1.10	5.11	6.21
Chemicals	1.18	2.77	3.95
Rubber and Hides	1.17	0.68	1.85
Building Materials	5.07	4.31	9.38
Foodstuffs and Tobacco	12.31	39.60	51.91
All Groups	31.78	68.22	100.00

A full list of the commodities in the regimen, showing the quantity-multipliers (weights) for each commodity and the percentage of the total aggregate value in 1950 contributed by each commodity and group, is set out on page 395 of Official Year Book No. 38.

3. **Method of Construction.**—The index is constructed on the simple aggregative fixed-weights formula. The weights (quantity-multipliers) are based on estimates of the average annual consumption of the commodities in Australia during the period 1928-29 to 1934-35 inclusive. Changes in usage, changes of category as between "imported" and "home-produced" as affecting some commodities, and changes in the industrial structure have affected the validity of some of the weights in the index. These and other problems (e.g., dual prices for some commodities) are being examined with a view to revision of the regimen, its grouping and weighting, when conditions are more stable.

4. **Index Numbers.**—Index numbers for each group of commodities and for all groups combined for the index of wholesale prices of basic materials and foodstuffs are given in the following table. Current index numbers, on the base: Average of three years ended June, 1939 = 100, are published in the *Monthly Review of Business Statistics*, and a table showing index numbers computed to the base 1928 = 100 will be found in *Labour Report* No. 42, 1953.

WHOLESALE PRICE (BASIC MATERIALS AND FOODSTUFFS) INDEX NUMBERS.
(Base of Each Group : Average 3 years ended June, 1939 = 100.)

Period.	Basic Materials.						Total.	Food-stuffs and Tobacco.	Basic Materials and Foodstuffs.		
	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.			Goods principally Imported. (a)	Goods principally Home Produced.	Total All Groups.
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	110	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	80	90
1935-36	92	95	100	99	88	93	90	92	95	92	93
1936-37	96	99	118	99	111	99	99	97	99	98	98
1937-38	101	101	100	100	97	104	102	100	102	100	101
1938-39	103	100	82	101	92	97	99	103	99	102	101
1939-40	105	115	104	107	116	108	109	101	111	103	105
1940-41	107	137	111	124	126	128	122	107	133	106	114
1941-42	117	151	118	137	135	135	133	117	153	112	124
1942-43	129	167	147	142	158	163	149	128	176	121	137
1943-44	131	170	150	143	140	174	153	129	182	122	140
1944-45	131	168	152	143	140	175	152	131	182	123	141
1945-46	130	156	152	142	140	177	149	135	178	126	141
1946-47	132	145	191	140	131	180	149	138	177	129	143
1947-48	146	161	283	148	126	190	166	153	192	145	159
1948-49	185	173	342	159	130	198	188	175	201	173	181
1949-50	214	154	434	187	143	225	214	168	223	198	205
1950-51	256	106	641	242	292	268	264	232	256	242	246
1951-52	343	220	677	314	298	370	321	281	288	305	300
1952-53	392	234	607	350	224	404	350	294	292	331	320
1953-54	388	222	566	323	191	363	332	313	271	343	321
1953-54—											
July ..	391	225	583	329	198	365	336	315	275	346	325
Aug. ..	389	226	581	329	198	365	335	336	275	360	335
Sept. ..	389	226	576	329	199	364	335	331	276	357	333
Oct. ..	389	226	576	327	198	364	334	325	273	353	329
Nov. ..	388	223	574	327	197	365	333	311	270	342	321
Dec. ..	388	223	561	327	192	365	332	304	269	337	317
Jan. ..	384	223	564	327	190	365	331	305	271	336	317
Feb. ..	384	221	546	317	187	365	328	306	269	336	316
Mar. ..	389	222	545	317	183	365	330	304	269	335	316
Apr. ..	390	217	553	316	186	359	328	306	266	337	316
May ..	390	217	563	316	184	359	329	306	266	338	316
June ..	384	218	569	316	182	358	327	308	267	337	316

(a) Represents only such imported commodities as are included in the wholesale price index. This index does not measure changes in price of imports generally.

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

§ 3. Melbourne Wholesale Price Index.

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

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

MELBOURNE WHOLESALE PRICE INDEX NUMBERS.

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

Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Ma- terials.	VIII. Chem- icals.	All Groups.
1861..	1,438	1,381	1,583	1,008	1,963	..	1,070	2,030	1,538
1871..	1,006	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881..	1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,121
1891..	895	847	1,024	995	1,032	888	780	1,194	945
1901..	1,061	774	928	1,020	1,048	1,345	841	917	974
1911..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1921..	2,173	1,361	1,767	2,000	1,977	2,158	2,733	2,303	1,903
1931..	1,826	1,040	1,121	1,308	1,794	1,512	2,025	2,166	1,429
1941..	1,960	1,402	1,721	1,554	1,883	1,776	3,138	2,527	1,796
1949..	3,502	3,966	2,876	2,309	2,558	3,356	4,611	3,221	3,191
1950..	3,992	5,164	3,153	2,459	2,829	4,616	(a)5,567	3,263	3,816
1951..	5,080	7,943	4,512	2,930	2,850	6,438	(a)7,074	3,294	5,098
1952..	6,181	7,365	5,018	4,024	3,455	6,289	(a)8,338	3,723	5,647
1953..	6,529	6,950	4,958	4,533	3,767	6,303	(a)8,519	4,691	5,619

(a) The regimen and weighting of the original Building Materials group of this index have become unreal. The movement shown here for this group between 1940 and 1953 has been calculated in accordance with the movement occurring in the Building Materials group of the Basic Materials and Foodstuffs Index.

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

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

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

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

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

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

In each State the number of commodities and services subject to control has been progressively reduced, and in some States price control has been terminated, viz., Western Australia, 31st December, 1953; Tasmania, 31st October, 1954; Victoria, 31st December, 1954; and the Australian Capital Territory, 10th February, 1955.

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

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

For particulars of expenditure by the Commonwealth Government on Price Stabilization and other Subsidies and Bounties, see Chapter XVII.—Public Finance.

D. WAGES.

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

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

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

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

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

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

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

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

Prior to 1947, there was no division of work as between the Court and Conciliation Commissioners, a dispute being dealt with by either one or other part of the Tribunal, with the exception that questions relating to the basic wage and standard hours could only be dealt with by at least three Judges of the Court sitting together. There was also, at that time, a right of appeal to the Court against a decision of a Conciliation Commissioner. The amending Act of 1947 brought about the division of work between the two parts of the Tribunal, and, at the same time, made decisions of Conciliation Commissioners final. However, a further amending Act passed in 1952 altered the position regarding finality of decisions of Conciliation Commissioners, and provided a right of appeal, in the circumstances set out above, to the Court against any such decision.

3. States.—In each State, Industrial Tribunals have been established to regulate and arbitrate in industrial matters. The chief of these are the Industrial Commission of New South Wales, the Industrial Courts of Queensland and South Australia, and the Western Australian Court of Arbitration, together with Wages Boards for specific industries or occupations which operate in Victoria, South Australia and Tasmania. Further details concerning the functions and powers of these authorities may be found in *Labour Report* No. 42.

§ 2. Rates of Wage and Hours of Labour.

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

The index numbers for male adult workers are computed with the weighted average wage in 1911 as base (= 1,000). In the case of females, however, it has not been possible to secure information for the years prior to 1914, and the index numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914 as base (= 1,000).

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

2. Weekly Rates of Wage, 1939 and 1949 to 1953.—(i) *General*. The average rate of wage for each industrial group is computed by taking the arithmetic average of the rates of wage payable for all classified occupations within that group. These averages are weighted to give the average for the States and for Australia.

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

WEEKLY WAGE RATES : ADULT MALES, STATES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939 ..	96 7	93 6	97 5	88 11	100 6	89 5	95 3
" " 1949 ..	171 11	168 11	167 10	165 3	171 6	165 4	169 8
" " 1950 ..	209 6	204 5	199 10	200 6	208 3	199 7	205 6
" " 1951 ..	255 0	245 5	240 10	241 8	251 4	247 3	248 7
" " 1952 ..	284 8	274 5	267 9	274 6	284 7	276 2	278 2
" " 1953 ..	296 8	282 6	273 10	278 9	292 5	296 11	287 7

INDEX NUMBERS.

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

31st December, 1939 ..	1,885	1,825	1,900	1,735	1,962	1,745	1,858
" " 1949 ..	3,355	3,296	3,275	3,225	3,346	3,227	3,310
" " 1950 ..	4,088	3,980	3,900	3,911	4,064	3,805	4,009
" " 1951 ..	4,075	4,780	4,600	4,715	4,904	4,825	4,850
" " 1952 ..	5,555	5,354	5,224	5,356	5,553	5,388	5,428
" " 1953 ..	5,788	5,513	5,342	5,439	5,705	5,794	5,611

(a) The statistics of nominal wages and hours of labour are in course of revision to meet changes in industrial structure. The amounts shown should not be regarded as actual current averages but as an index of changes expressed in money and hour terms. (b) As at 31st December, 1953.

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

WEEKLY WAGE RATES : ADULT MALES, INDUSTRIAL GROUPS.

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

Industrial Group.	31st Dec., 1939.	31st Dec., 1948.	31st Dec., 1949.	31st Dec., 1950.	31st Dec., 1951.	31st Dec., 1952.	31st Dec., 1953.
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RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
I. Wood, Furniture, etc. ..	100 1	155 6	166 7	199 8	238 8	270 2	276 11
II. Engineering, etc. ..	99 3	155 10	166 1	198 2	237 1	267 10	274 2
III. Food, Drink, etc. ..	95 9	151 6	166 2	199 11	239 3	271 5	279 5
IV. Clothing, Textiles, etc.	93 2	153 7	164 2	202 10	242 10	273 6	278 10
V. Books, Printing, etc.	114 3	177 2	194 7	228 9	274 5	305 5	313 11
VI. Other Manufacturing	95 8	153 11	165 1	199 0	238 10	270 2	276 10
VII. Building ..	106 5	171 9	183 0	215 11	259 0	293 11	301 3
VIII. Mining, etc. ..	109 1	163 5	175 7	211 0	249 2	281 8	288 2
IX. Railways, etc. ..	96 6	156 1	167 3	199 2	238 0	269 4	278 3
X. Other Land Transport	92 10	145 8	160 0	192 7	233 2	263 11	270 3
XI. Shipping, etc.(b) ..	98 6	182 0	192 4	230 2	271 11	303 1	308 9
XII. Agricultural, etc.(b) ..	84 0	158 1	174 7	222 2	279 1	300 11	319 8
XIII. Domestic, etc.(b) ..	89 11	141 5	154 9	186 8	224 8	255 8	262 5
XIV. Miscellaneous ..	92 10	148 3	162 0	192 9	232 0	262 10	270 1
All Industrial Groups ..	95 3	156 4	169 8	205 6	248 7	278 2	287 7

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

Industrial Group.	31st Dec., 1939.	31st Dec., 1948.	31st Dec., 1949.	31st Dec., 1950.	31st Dec., 1951.	31st Dec., 1952.	31st Dec., 1953.
INDEX NUMBERS.							
(Base : Weighted Average Wage for All Groups in 1911 (51s. 3d.) = 1,000.)							
I. Wood, Furniture, etc. ..	1,953	3,034	3,250	3,896	4,656	5,272	5,403
II. Engineer'ng, etc. ..	1,936	3,041	3,241	3,867	4,626	5,226	5,349
III. Food, Drink, etc. ..	1,888	2,956	3,243	3,901	4,668	5,296	5,452
IV. Clothing, Textiles, etc.	1,817	2,997	3,204	3,957	4,738	5,337	5,441
V. Books, Printing, etc. ..	2,229	3,457	3,796	4,463	5,355	5,959	6,124
VI. Other Manufacturing ..	1,867	3,003	3,221	3,883	4,631	5,272	5,401
VII. Building ..	2,076	3,352	3,570	4,212	5,054	5,735	5,878
VIII. Mining, etc. ..	2,142	3,189	3,426	4,118	4,861	5,495	5,622
IX. Railways, etc. ..	1,884	3,045	3,263	3,887	4,643	5,256	5,429
X. Other Land Transport ..	1,812	2,843	3,123	3,757	4,550	5,150	5,274
XI. Shipping, etc.(b) ..	1,922	3,551	3,753	4,491	5,306	5,914	6,025
XII. Agricultural, etc.(b) ..	1,639	3,085	3,407	4,335	5,445	5,871	6,237
XIII. Domestic, etc.(b) ..	1,755	2,759	3,020	3,643	4,384	4,989	5,121
XIV. Miscellaneous ..	1,811	2,893	3,161	3,761	4,527	5,128	5,269
All Industrial Groups ..	1,858	3,050	3,310	4,009	4,850	5,428	5,611

(a) See note (a) to table on page 260. (b) Includes the value of keep, where supplied.

NOTE.—The index numbers in the table above are comparable throughout.

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

WEEKLY WAGE RATES : ADULT FEMALES, STATES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1930 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1949 ..	108 1	112 4	108 5	101 0	105 5	106 4	109 1
" " 1950 ..	139 II	142 II	135 II	142 I	132 3	137 2	140 5
" " 1951 ..	171 I	172 IO	161 7	171 4	163 2	168 7	170 4
" " 1952 ..	193 II	196 2	184 4	195 8	186 0	191 2	193 5
" " 1953 ..	198 5	200 IO	188 7	199 6	190 5	196 4	197 II

INDEX NUMBERS.

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

31st December, 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1949 ..	3,979	4,134	3,990	3,716	3,880	3,915	4,015
" " 1950 ..	5,510	5,259	5,003	5,229	4,866	5,050	5,160
" " 1951 ..	6,266	6,362	5,948	6,305	6,007	6,204	6,268
" " 1952 ..	7,138	7,220	6,784	7,202	6,846	7,037	7,120
" " 1953 ..	7,302	7,392	6,940	7,342	7,007	7,226	7,285

(a) See note (a) to table on page 260.

(b) As at 31st December, 1953.

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

(v) *Adult Females—Industrial Groups.* The following table shows the weighted average weekly rates of wage payable in Australia to adult female workers in the industrial groups in which they are mainly employed, and in all groups combined.

WEEKLY WAGE RATES : ADULT FEMALES, INDUSTRIAL GROUPS.

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

Date.	Industrial Group.						All Groups.					
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(b)	XIV. Miscel- laneous.							
RATES OF WAGE.												
	s.	d.	s.	d.	s.	d.	s.	d.				
31st December, 1939 ..	48	9	50	9	51	11	54	5	56	8	52	8
" " 1949 ..	105	5	109	5	111	11	97	5	119	1	109	1
" " 1950 ..	135	9	139	2	147	1	132	1	149	9	140	5
" " 1951 ..	164	2	169	6	177	1	160	10	179	10	170	4
" " 1952 ..	186	8	192	5	200	9	183	6	203	10	193	5
" " 1953 ..	191	3	196	6	201	3	188	7	210	2	197	11
INDEX NUMBERS.												
(Base : Weighted Average for Australia (27s. 2d.), 30th April, 1914 = 1,000.)												
31st December, 1939 ..	1,795	1,869	1,910	2,003	2,085	1,938						
" " 1949 ..	3,879	4,026	4,118	3,586	4,384	4,015						
" " 1950 ..	4,996	5,121	5,412	4,861	5,512	5,169						
" " 1951 ..	6,043	6,238	6,517	5,919	6,618	6,268						
" " 1952 ..	6,869	7,081	7,389	6,755	7,501	7,120						
" " 1953 ..	7,039	7,232	7,407	6,941	7,735	7,285						

(a) See note (a) to table on page 260.

(b) Includes the value of keep where supplied.

3. *Hourly Wage Rates 1939 and 1949 to 1953.*—(i) *General.* The average rates of wage in the preceding tables are based on the minimum rates prescribed for selected occupations in awards, etc., for a full week's work, excluding overtime. The number of hours constituting a full week's work differs, however, in some instances between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some purposes a better comparison, the results in the preceding paragraphs are reduced to a common basis, namely, the rate of wage per hour. The particulars of weighted average nominal hourly rates of wage given in the following tables relate to all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). Some of the occupations included in these groups are of a casual or seasonal nature, and in a number of cases the hours of labour are not regulated either by awards or determinations of industrial tribunals or by legislation. Thus the necessary particulars for the computation of average working hours and hourly rates of wage are not available.

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

HOURLY WAGE RATES(a) : ADULT MALES, STATES.

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE.							
	<i>s. d.</i>	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939	2 3½	2 1½	2 3½	1 11½	2 4	2 0	2 2½
" " 1949	4 3	4 2½	4 0½	4 0½	4 3½	4 1	4 2½
" " 1950	5 1½	5 0½	4 8½	4 9½	5 1½	4 11	5 0
" " 1951	6 2¼	5 11¾	5 6½	5 9	6 2½	5 11	6 0
" " 1952	6 11½	6 8½	6 4½	6 7½	7 0½	6 8½	6 9½
" " 1953	7 1½	6 11¼	6 6½	6 8½	7 3	7 0½	6 11½

INDEX NUMBERS.

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

31st December, 1939	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 1949	3,654	3,607	3,463	3,484	3,691	3,515	3,599
" " 1950	4,393	4,318	4,047	4,142	4,430	4,230	4,301
" " 1951	5,318	5,142	4,756	4,948	5,319	5,079	5,153
" " 1952	5,985	5,785	5,464	5,697	6,066	5,782	5,833
" " 1953	6,128	5,959	5,599	5,787	6,239	6,042	5,986

(a) Weighted average hourly rates of wage for all industrial groups except Groups XI. (Shipping, etc.), and XII. (Pastoral, Agricultural, etc.). Working hours have not been generally regulated by industrial tribunals for some of the occupations classified in Industrial Groups XI. and XII. See also note (a) to table on page 260.

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

HOURLY WAGE RATES(a) : ADULT FEMALES, STATES.

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE.							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	<i>s. d.</i>
31st December, 1939	1 2½	1 2	1 3	1 1	1 2¾	1 1½	1 2½
" " 1949	2 8½	2 9¾	2 8½	2 6½	2 7½	2 8	2 8½
" " 1950	3 6	3 6½	3 4½	3 6½	3 3½	3 5½	3 6½
" " 1951	4 3½	4 3¾	4 0½	4 3½	4 1	4 2½	4 3
" " 1952	4 10¼	4 10¾	4 7½	4 10¾	4 7¾	4 9½	4 10
" " 1953	4 11½	5 0½	4 8½	4 11½	4 9	4 11	4 11½

INDEX NUMBERS.

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

31st December, 1939	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 1949	4,884	5,074	4,898	4,562	4,762	4,806	4,929
" " 1950	6,322	6,455	6,142	6,419	5,973	6,199	6,345
" " 1951	7,729	7,810	7,301	7,741	7,373	7,616	7,694
" " 1952	8,762	8,863	8,328	8,840	8,404	8,639	8,739
" " 1953	8,964	9,074	8,520	9,012	8,601	8,870	8,943

(a) See note (a) to table on page 260.

4. **Weekly Hours of Labour, 1939 and 1949 to 1953.**—(i) *General.* The number of hours constituting a full week's work (excluding overtime) differs in some instances between various trades and occupations in each State and between the same trades and occupations in the several States. The particulars of weekly hours of labour given in the following tables relate to all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). Some of the occupations included in these groups are of a casual or seasonal nature, and in a number of cases the hours of labour are not regulated either by awards or determinations of industrial tribunals or by legislation. Thus the necessary particulars for the computation of average working hours for these groups are not available.

(ii) *Adult Males—States.* The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1939 and 1949 to 1953. Index numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

WEEKLY HOURS OF LABOUR (EXCLUDING OVERTIME)^(a) : ADULT MALES, STATES.

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939	43.92	44.61	43.46	45.83	44.33	45.33	44.29
" " 1949	39.99	39.99	40.00	40.00	39.54	40.00	39.96
" " 1950	39.99	39.99	40.00	40.00	39.54	40.00	39.96
" " 1951	39.99	39.98	40.00	40.00	39.51	40.00	39.95
" " 1952	39.99	39.98	40.00	40.00	39.51	40.00	39.95
" " 1953	39.99	39.98	40.00	40.00	39.51	40.00	39.95

INDEX NUMBERS.

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

31st December, 1939	898	912	888	937	906	926	905
" " 1949	817	817	817	817	808	817	817
" " 1950	817	817	817	817	808	817	817
" " 1951	817	817	817	817	807	817	816
" " 1952	817	817	817	817	807	817	816
" " 1953	817	817	817	817	807	817	816

(a) Weighted average working hours per week for all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). Working hours have not been generally regulated by industrial tribunals for some of the occupations classified in Industrial Groups XI. and XII. See also note (a) to table on page 260.

(iii) *Adult Females—States.* The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult female workers in each State and Australia at 31st December, 1939 and 1949 to 1953. Index numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

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

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939 ..	43.88	44.42	44.01	45.96	45.38	45.10	44.36
" " 1949 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1950 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1951 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1952 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
" " 1953 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00

INDEX NUMBERS.

(Base : Weighted Average for Australia (49 OS), 30th April, 1914 = 1,000).

31st December, 1939 ..	894	905	897	936	925	919	904
" " 1949 ..	814	814	814	814	814	814	814
" " 1950 ..	814	814	814	814	814	814	814
" " 1951 ..	814	814	814	814	814	814	814
" " 1952 ..	814	814	814	814	814	814	814
" " 1953 ..	814	814	814	814	814	814	814

(a) See note (a) to table on page 260.

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

Prior to 1936 it was the practice of this Bureau to compute effective wage index numbers by dividing the nominal wage index numbers by the corresponding retail price index numbers for food, groceries and rent of all houses ("A" series). While wage rates were generally varied on the basis of the "A" series index numbers there was a good deal to be said for this procedure. When the Commonwealth Court abandoned the "A" series, the merits of the "C" series for "deflating" nominal wage rates were strengthened and real wages to the end of 1937 were measured in terms of their purchasing power over both regimens. Since 1938 when computation of the "A" series was discontinued, real wages have been measured in terms of their purchasing power over the "C" series only. The "C" series covers food, groceries, rent of four and five-roomed houses, clothing and miscellaneous household requirements.

(ii) *Nominal Weekly Wage Index Numbers—Adult Males, States, 1911 to 1953.* The following table shows for the period 1911 to 1953 the weighted average nominal weekly rates of wage payable for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index numbers for 1911 are based on rates current at the end of December, annual averages not being available. For 1914 and subsequent years, however, the index numbers are based on the average rates current at the end of the four quarters of each year.

NOMINAL WAGE(a) INDEX NUMBERS : ADULT MALES.

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1949.	1950.	1951.	1952	1953.
N.S. Wales ..	1,003	1,093	1,862	2,012	1,851	1,874	2,024	3,259	3,649	4,588	5,367	5,699
Victoria ..	985	1,062	1,803	1,964	1,683	1,808	1,984	3,200	3,584	4,458	5,156	5,451
Queensland ..	997	1,035	1,879	1,976	1,769	1,885	1,981	3,146	3,548	4,377	5,113	5,280
South Australia ..	1,013	1,061	1,697	1,891	1,580	1,723	1,897	3,150	3,503	4,376	5,124	5,384
W. Australia ..	1,152	1,223	1,832	1,960	1,745	1,956	2,106	3,226	3,638	4,557	5,325	5,647
Tasmania ..	799	1,027	1,745	1,840	1,625	1,738	1,895	3,149	3,472	4,441	5,176	5,718
Australia ..	1,000	1,081	1,826	1,972	1,752	1,846	1,997	3,210	3,596	4,495	5,241	5,539

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

(iii) *Effective or Real Wage Index Numbers—Adult Males, States, 1911 to 1953.* In obtaining the effective wage index numbers in the following table, the nominal wage index numbers shown above have been divided by the corresponding retail price index numbers for the capital city and multiplied by 1,000. Since the "C" series index numbers were not compiled for periods prior to November, 1914, it has been assumed that fluctuations between 1911 (the base of the table) and 1914 in the "C" series would have been similar to the fluctuations observed in the "A" series. A table showing effective or real wage index numbers from 1901 to 1937 measured in terms of purchasing power over the "A" series regimen appeared in earlier issues of the Official Year Book (see No. 37, page 473).

EFFECTIVE OR REAL WAGE(a) INDEX NUMBERS : ADULT MALES.

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

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1949.	1950.	1951.	1952.	1953.
N.S. Wales	925	1,073	1,130	1,210	1,207	1,187	1,365	1,380	1,430	1,426	1,450
Victoria	954	1,084	1,164	1,200	1,180	1,187	1,363	1,381	1,429	1,432	1,438
Queensland	1,022	1,227	1,290	1,316	1,306	1,210	1,407	1,453	1,498	1,494	1,490
South Australia	914	1,034	1,090	1,137	1,147	1,158	1,362	1,388	1,439	1,430	1,445
W. Australia	1,043	1,096	1,152	1,189	1,308	1,279	1,379	1,426	1,477	1,479	1,483
Tasmania	902	984	1,108	1,120	1,153	1,142	1,338	1,371	1,438	1,432	1,436
Australia ..	1,000	948	1,087	1,151	1,210	1,211	1,194	1,367	1,389	1,439	1,438	1,450

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

In the table above, the effective wage index numbers are computed to the one base, that of Australia for 1911. As the index numbers are comparable in all respects, comparisons may be made as to the increase or decrease in the effective wage index number for any State over any period of years.

(iv) *Effective or Real Wage Index Numbers—Adult Males, Australia, 1901 to 1950.* In earlier issues of the Official Year Book (see No. 39, page 410) a table was included showing similar index numbers for Australia as a whole under both the "A" and "C" series at intervals from 1901 to 1950.

§ 3. Average Weekly Wage Earnings.

1. *Average Weekly Total Wages Paid and Average Earnings, All Industries.*—The following figures are derived from employment and wages recorded on Pay-roll Tax returns (which cover approximately 80 per cent. of the total employment for Australia) and from estimates of the unrecorded balance. The figures relate to civilian wages and salaries only, pay and allowances of members of the armed forces being excluded.

AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS.

Year.	N.S.W. (a)	Vic.	Q'land.	S. Aust. (b)	W. Aust.	Tas.	ACT
AVERAGE WEEKLY TOTAL WAGES PAID. (£'000.)							
1945-46	4,966	3,378	1,563	947	689	344	11,887
1946-47	5,838	3,958	1,770	1,150	827	409	13,952
1947-48	6,976	4,719	2,069	1,369	954	492	16,579
1948-49	8,133	5,540	2,503	1,644	1,120	580	19,520
1949-50	9,018	6,370	2,838	1,894	1,315	672	22,107
1950-51	11,385	7,916	3,501	2,389	1,639	817	27,647
1951-52	14,364	9,816	4,319	3,018	2,108	1,059	34,684
1952-53	15,090	10,490	4,750	3,311	2,344	1,178	37,163
1953-54	16,043	11,305	5,065	3,561	2,586	1,280	39,840

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

1945-46	6.57	6.59	5.95	5.89	6.04	5.67	6.37
1946-47	6.81	6.86	6.00	6.19	6.18	5.94	6.59
1947-48	7.73	7.80	6.58	7.02	6.87	6.72	7.44
1948-49	8.73	8.84	7.63	8.03	7.75	7.56	8.44
1949-50	9.50	9.78	8.34	8.83	8.65	8.49	9.26
1950-51	11.46	11.70	9.82	10.58	10.23	9.99	11.09
1951-52	14.24	14.20	11.93	13.13	12.80	12.59	13.65
1952-53	15.50	15.46	13.32	14.58	14.13	13.97	14.95
1953-54	16.15	16.27	14.05	15.30	15.04	14.92	15.69

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

2. Average Weekly Wage Earnings Index Numbers.—The following table shows, for "All Industries" and for "Manufacturing", the movement in average weekly wage earnings from 1945-46 to the June Quarter, 1954. The "All Industries" index is based on Pay-roll Tax returns and other data. The index for manufacturing industries for the years 1945-46 to 1952-53 is based on the average earnings of male wage and salary earners employed in factories as disclosed by annual factory returns (see Chapter XXIV.—Manufacturing Industry, § 8, para. 2 (44)); figures subsequent to June, 1953 are preliminary estimates based on Pay-roll Tax returns.

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

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

SEASONALLY ADJUSTED.

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

Year.	All Industries.(b)	Manufacturing.	Quarter.	All Industries.(b)	Manufacturing.
1945-46	1,000	1,000	1951-52—March Qtr.	2,183	2,264
1946-47	1,037	1,056	June	2,249	2,310
1947-48	1,164	1,206	1952-53—Sept.	2,305	2,362
1948-49	1,322	1,365	Dec.	2,354	2,383
1949-50	1,451	1,505	March	2,362	2,405
			June	2,377	2,427
1950-51	1,742	1,810	1953-54—Sept.	2,445	2,458
1951-52	2,145	2,213	Dec.	2,436	2,456
1952-53	2,350	2,394	March	2,491	2,531
1953-54	2,462	2,490	June	2,477	2,513

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

§ 4. Basic Wages in Australia.

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

Under the Commonwealth Conciliation and Arbitration Act the Commonwealth Court of Conciliation and Arbitration may, for the purpose of preventing or settling an industrial dispute extending beyond the limits of any State, make an order or award “altering the basic wage (that is to say, that wage, or that part of a wage, which is just and reasonable 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 Court holds general basic wage inquiries from time to time and its findings are then applied to industrial awards within its jurisdiction. In New South Wales and South Australia, in general, the State industrial authorities are required to adopt the relevant basic wage prescribed by the Commonwealth Court of Conciliation and Arbitration. In Victoria and Tasmania, where the Wages Boards systems operate, no provision is included in the industrial Acts for the declaration of a basic wage, although, in fact, the Wages Boards have generally adopted basic wages based on those of the Commonwealth Court. In Queensland and Western Australia the determination of a basic wage is a function of the respective State Arbitration or Industrial Courts and (subject to State law) they have regard to rates determined by the Commonwealth Court.

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

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

The “Harvester” standard was adopted by the Commonwealth Court of Conciliation and Arbitration for incorporation in its awards, and practically the same rates continued until 1913, when the Court took cognizance of retail price index numbers, covering food and groceries and rent of all houses (“A” series) for the 30 more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. The basic wage rates for towns were thereafter varied with regard to variations in the respective retail price index numbers. Court practice was to equate the retail price index number 875 for Melbourne for the year 1907 to the “Harvester” rate of 42s. per week (or the base of the index (1,000) to 48s. per week).

* 44 C.A.R., p. 57.

† 2 C.A.R., p. 3.

At intervals thereafter as awards came before it for review, the Court usually revised the basic wage rate of the award in proportion to variations in the retail price index. In some country towns certain "loadings" were added by the Court to wage rates so derived to offset the effect of lower housing standards, and consequently of house rents, on the index numbers for these towns.

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

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

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

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

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

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

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

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

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

(b) The basis of the adjustment of the "needs" portion of the wage in accordance with the variations shown by retail price index numbers was transferred from the "C" series to a special "Court" series based upon the "C" series (see page 244).

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

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

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

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

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

(vi) "*Interim*" *Basic Wage Inquiry, 1946.* As the result of (a) an application made by the Commonwealth Attorney-General for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (see (v) above), (b) a number of fresh cases which had come to the Court since 1941, and (c) an application by the combined unions for an "interim" basic wage declaration, the Court commenced the hearing of this case on 25th November, 1946. Judgment was delivered on 13th December, 1946 whereby an increase of 7s. per week was granted in the "needs" portion of the basic

* 44 C.A.R., pp. 47-8. † Legislation covering a scheme to become operative on 1st July, 1941, was passed by the Commonwealth Parliament on 3rd April, 1941. For details see Chapter XIV.—Welfare Services.

wage then current, the rate for the Six Capital Cities as a whole being increased from 93s. to 100s. per week. For automatic quarterly adjustments a new "Court" Index (Second Series) (Base 1923-27 = 87.0) was adopted. All "loadings" on the basic wage were retained. Further particulars of this judgment may be obtained from *Labour Report* No. 38, page 79.

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

On 24th October, 1950, and 23rd November, 1950, the Court made further declarations regarding the "Prosperity" loading of 1937 (see page 270) which was being paid at rates between 3s. and 6s. per week according to localities, etc., and the future basis of quarterly adjustments. The "Prosperity" loading was standardized at a uniform rate of 5s. per week for all localities and was declared to be an adjustable part of the basic wage. The Court also declared that the "War" loadings were not part of the basic wage.

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

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

The basic wage rate for the Six Capital Cities (Weighted Average) arrived at by the Court after applying the foregoing declarations was £8 2s., comprising £6 17s. "needs" (Second Series) plus 5s. uniform "Prosperity" loading plus the £1 addition. The declaration provided that the whole of this basic wage would be subject to automatic quarterly adjustments as from the beginning of the first pay-period commencing in February, 1951, on the basis of the index numbers for the December quarter, 1950. For this purpose the new rate of £8 2s. was equated to the "C" Series retail price index number 1572 for the Six Capital Cities (Weighted Average) for September quarter, 1950. From this equation was derived a new "Court" Index (Third Series) with 103.0 equated to 1,000 in the "C" Series Index.

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

Date of Operation.	Sydney.		Mel- bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.				
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.		
November, 1950 ..	146	0	143	0	135	0	137	0	139	0	142	0
December, 1950 ..	165	0	162	0	154	0	158	0	160	0	162	0

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

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

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

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

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

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

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

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

"1. The employers' applications for reduction of the current basic wages for adult males and for reduction of the current basic wages for adult females are refused.

2. The employers' applications for an increase of the standard hours of work in the industries covered thereby are refused.

3. The employers' applications for omission or deletion of clauses or sub-clauses providing for the adjustment of basic wages are granted.

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

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

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

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

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

* Print No. A3282, pp. 10-11.

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

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

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

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

The Court intimated that time would be saved in future inquiries if the parties to the disputes, in discussing the principle of the "capacity to pay", directed their attention to the broader aspects of the economy, such as indicated by a study of—

- Employment
- Investment
- Production and Productivity
- Overseas Trade
- Overseas Balances
- Competitive position of secondary industry
- Retail Trade.

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

In accordance with its decision to abolish the automatic adjustment clause from its awards, the Court began, on 21st October, 1953, to deal with awards which were not actually affected by the original order. During this process the Court announced that it had no other method in mind in substitution of the automatic adjustment clauses. In fact the only issue before the Court was the abolition of retention of the adjustment

* Print No. A3282, p. 21.

† Ibid, p. 30.

principle and that issue had been determined. The basic wage as fixed by the Court in the new or amended clauses in awards was that which had become operative in August, 1953, and no provision was made for its automatic quarterly adjustment. The last such adjustment had been made on the "Court" Series Index for June Quarter, 1953.

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

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

(ix) *Rates Operative, Principal Towns.* The basic wage rates of the Commonwealth Court of Conciliation and Arbitration for adult males and females, operative as from the beginning of the first pay-period commencing in August, 1953, were as shown in the following table :—

COMMONWEALTH BASIC WAGE : WEEKLY RATES.(a)

City or Town.	Rate of Wage.		City or Town.	Rate of Wage.	
	Males.	Females.		Males.	Females.
	s. d.	s. d.		s. d.	s. d.
New South Wales—			South Australia—		
Sydney	243 0	182 0	Adelaide	231 0	173 0
Newcastle (b) .. .	243 0	182 0	Whyalla and Iron Knob (f) .. .	236 0	177 0
Port Kembla-Wolongong (b) .. .	243 0	182 0	Five Towns (c) .. .	230 0	172 6
Broken Hill .. .	247 0	185 0	Western Australia—		
Five Towns (c) .. .	242 0	181 6	Perth	236 0	177 0
Victoria—			Kalgoorlie	243 0	182 0
Melbourne	235 0	176 0	Geraldton	249 0	187 6
Geelong (d)	235 0	176 0	Five Towns (c) .. .	237 0	177 6
Warrnambool (d) .. .	235 0	176 0	Tasmania—		
Mildura (e)	235 0	176 0	Hobart	242 0	181 6
Yallourn (d)	241 6	181 0	Launceston	238 0	178 6
Five Towns (c) .. .	235 0	176 0	Queenstown	233 0	174 6
Queensland—			Five Towns (c) .. .	240 0	180 0
Brisbane	218 0	163 6	Thirty Towns (c) .. .	236 0	177 0
Five Towns (c) .. .	219 0	164 0	Six Capital Cities (c) .. .	236 0	177 0

(a) Operative from the beginning of the first pay-period commencing in August, 1953. Consequent upon the 1952-53 Basic Wage Inquiry the Court announced on 12th September, 1953, the abandonment of the system of automatic adjustment (see page 272). (b) Based on Sydney. (c) Weighted average. (d) Based on Melbourne. (e) Melbourne rate plus 6s. 6d. loading for males; 75 per cent. of male rate for females. (f) Adelaide rate plus 5s. for males; 75 per cent. of male rate for females.

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

The following table shows the movements of this wage in all capital cities and the six capital cities as a whole during the years 1939 to 1953.

BASIC WAGE : WEEKLY RATES(a), CAPITAL CITIES, PRESCRIBED BY COMMONWEALTH COURT OF CONCILIATION AND ARBITRATION FOR ADULT MALES.

Date Operative.(b)	Sydney.	Mel-bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
September, 1939 ..	81 0	81 0	76 0	78 0	77 0	77 0	79 0
November, 1940 ..	85 0	84 0	79 0	80 0	80 0	81 0	83 0
„ 1941 ..	89 0	88 0	84 0	84 0	85 0	85 0	87 0
„ 1942 ..	97 0	97 0	91 0	93 0	91 0	92 0	95 0
„ 1943 ..	99 0	98 0	93 0	94 0	94 0	95 0	97 0
„ 1944 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
„ 1945 ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
„ 1946 ..	101 0	99 0	94 0	95 0	95 0	97 0	98 0
December, 1946 ..	108 0	106 0	101 0	102 0	102 0	103 0	105 0
November, 1947 ..	112 0	109 0	105 0	106 0	106 0	107 0	109 0
„ 1948 ..	122 0	120 0	115 0	116 0	116 0	118 0	119 0
„ 1949 ..	132 0	130 0	125 0	126 0	129 0	128 0	129 0
„ 1950 ..	146 0	143 0	135 0	137 0	139 0	139 0	142 0
December, 1950 ..	165 0	162 0	154 0	158 0	160 0	160 0	162 0
November, 1951 ..	207 0	199 0	185 0	195 0	197 0	199 0	200 0
November, 1952 ..	237 0	228 0	216 0	229 0	228 0	230 0	231 0
February, 1953 ..	238 0	229 0	215 0	225 0	229 0	232 0	231 0
May, 1953 ..	241 0	232 0	217 0	228 0	231 0	239 0	234 0
August, 1953 (c) ..	243 0	235 0	218 0	231 0	236 0	242 0	236 0

(a) Rates include "prosperity" loadings where applicable. (b) Rates operative from beginning of the first pay-period commencing in the month indicated. (c) Consequent upon the 1952-53 Basic Wage Inquiry the Court announced on 12th September, 1953, the abandonment of the system of automatic adjustment (see page 272).

3. **Australian Territories.**—In the Australian Capital Territory the rates payable as from the beginning of the first pay-period commencing in August, 1953, were £11 18s. for adult males and £8 18s. 6d. for adult females.

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

The basic wage rates payable as from the beginning of the first pay-period commencing in August, 1953, were:—"Darwin" rate, adult males, £12 15s., adult females, £9 11s.; "Port Augusta" rate, adult males, £12 2s., and adult females, £9 18s. 6d.

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

4. **Basic Wage Rates for Females.**—Reference should be made to *Labour Report* No. 41, 1952 (page 83) for an account of the fixation of minimum rates and basic wages for adult females by the Commonwealth Court of Conciliation and Arbitration. At the end of the 1949-50 Basic Wage Inquiry the Commonwealth Court of Conciliation and Arbitration by a majority decision fixed a new basic weekly wage for adult females at 75 per cent. of the corresponding male rate from the beginning of the first pay-period commencing in December, 1950.

5. **State Basic Wages.**—(i) *New South Wales.* The first determination under the New South Wales Industrial Arbitration Act of a standard "living" wage for adult male employees was made on 16th February, 1914, by the Court of Industrial Arbitration.

A Board of Trade established in 1918 with power to determine the "living" wage for adult male and female employees in the State made numerous declarations from 1918 to 1925, but ceased to function after the Industrial Arbitration (Amendment) Act 1926 transferred its powers to the Industrial Commission of New South Wales as from 15th April, 1926.

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

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

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

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

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

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

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

As a result, the basic wages applicable for the State (excluding Broken Hill) and operative from the beginning of the first pay-period commencing in August, 1953, have remained unchanged at £12 3s. per week for adult males and £9 2s. for adult females. These rates were payable in November, 1954.

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

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

After the Commonwealth Court of Conciliation and Arbitration discontinued the system of automatic adjustment of the Commonwealth basic wage in September, 1953, a number of Wages Boards met in November, 1953, and deleted references to these adjustments. However, an amendment to the Factories and Shops Act required Wages Boards to provide for the automatic adjustment of wage rates in accordance with variations in retail price index numbers.

The basic wages generally payable under the Victorian Wages Boards determinations from the beginning of the first pay-period commencing in November, 1954, were £11 14s. for adult males and £8 15s. 6d. for adult females.

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

The rates declared by the Queensland Court at various dates are shown in the table on page 96 of *Labour Report* No. 42, 1953.

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

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

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

In January, 1953, the Queensland Industrial Court departed from the practice (established in 1942) of varying the basic wage in accordance with quarterly variations in the "C" series of retail price index numbers. If the practice had been continued,

a reduction of one shilling in the basic wage for adult males from January, 1953, would have been made. The Court was not satisfied, however, that the movement in the "C" series index for Brisbane for December quarter 1952 was a true representation or reflex of the economic position for Queensland as a whole and so declined to make any alteration to the then existing basic wage. Quarterly adjustments were made in the following four quarters although employers' organizations sought their discontinuance in October, 1953 and January, 1954.

On 11th June, 1954, the Court, in announcing its decision on the Basic Wage Inquiry which commenced in March, 1954, stated there would be no change in the basic wage previously declared in February, 1954.

At subsequent hearings consequent on the movement in the "C" series of retail price index numbers for Brisbane in respect of the quarters ended June and September, 1954, the Court again decided not to vary the existing basic wage rates.

As a result the basic wage rates of £11 5s. for adult males and £7 10s. for adult females payable from 1st February, 1954 in the Southern Division (Eastern District), in accordance with the basic wage declaration of 12th February, 1954, were still in operation during November, 1954.

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

(iv) *South Australia.* The Industrial Code 1920-1951 provides that the Board of Industry shall after public inquiry declare the living wages to be paid to adult male and female employees. The Board has power also to fix different rates to be paid in defined areas.

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

The first declaration by the Board of Industry was made on 15th July, 1921, when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. per week. A table showing the living wages declared from time to time appears on page 98 of *Labour Report* No. 42, 1953.

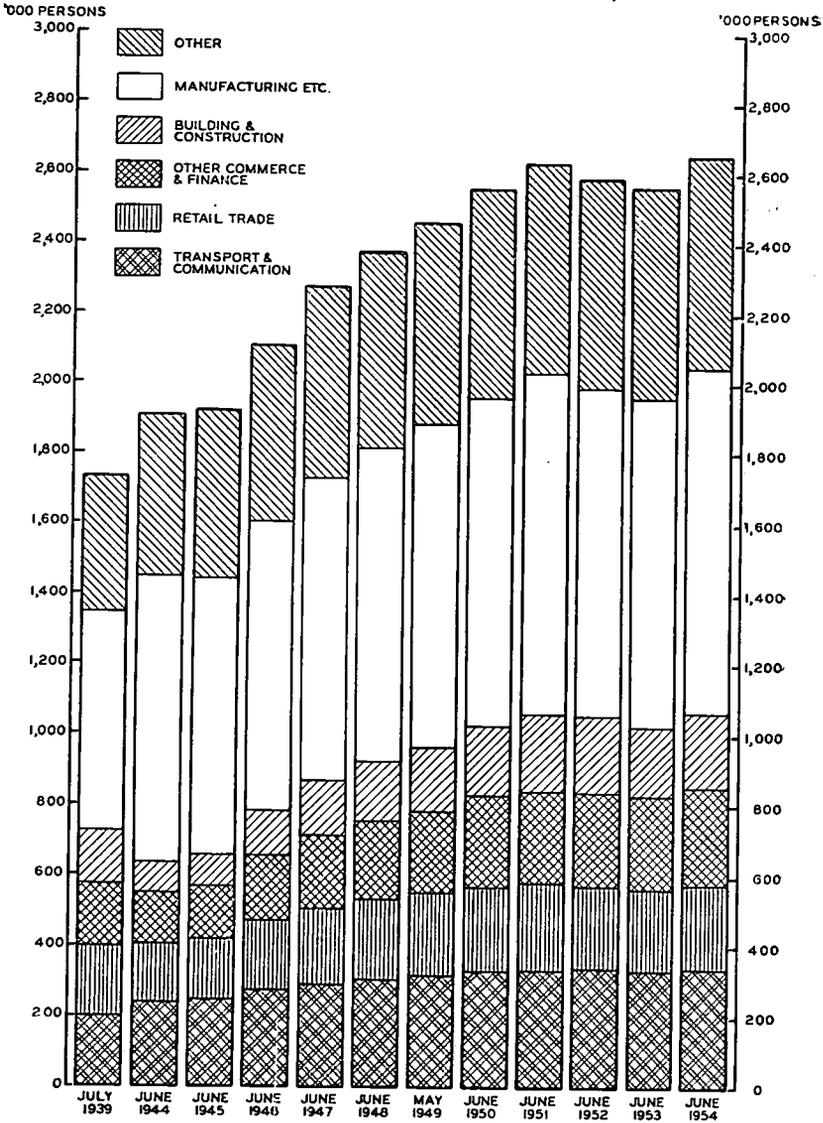
Following the "interim" increase in the "needs" basic wage of the Commonwealth Court of Conciliation and Arbitration announced on 13th December, 1946, the South Australian Government made a provision in the Economic Stability Act, 1946 for the declaration by the Governor of a "living wage" based on the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

The Industrial Code Amendment Act, 1949 made provision for the quarterly adjustment of the "living wage" in accordance with the variations in the Commonwealth basic wage for Adelaide. In effect this made the State "living wage" and the Commonwealth basic wage equal from the beginning of the first pay-period commencing in February, 1950. The prescribed adjustment to the female "living wage" was seventwelfths 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.

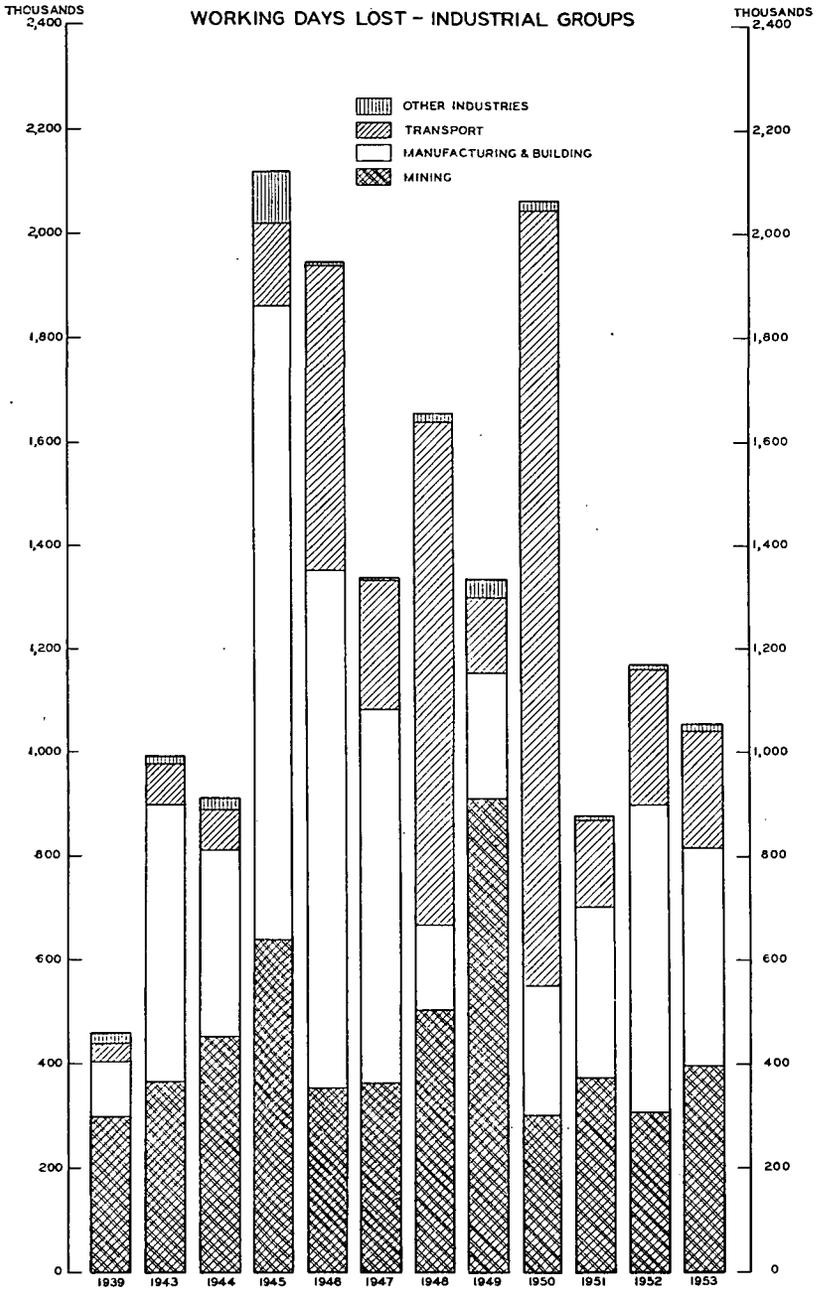
WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT: AUSTRALIA 1939 AND 1944 TO 1954

BY MAIN INDUSTRIAL GROUPS

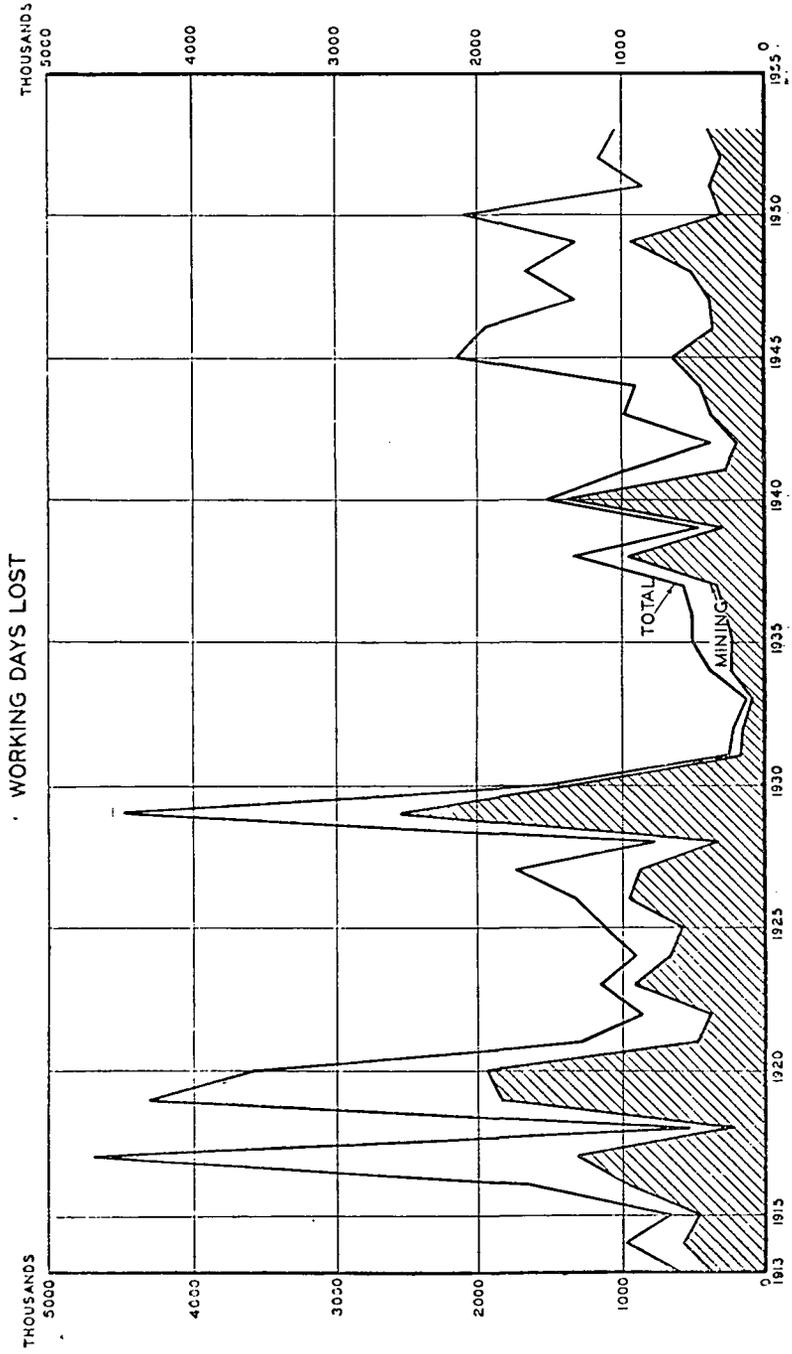
(EXCLUDING RURAL AND PRIVATE DOMESTIC WORKERS)



INDUSTRIAL DISPUTES: AUSTRALIA 1939 AND 1943 TO 1953



INDUSTRIAL DISPUTES: AUSTRALIA, 1913 TO 1953



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

The basic wages of the Commonwealth Court of Conciliation and Arbitration for Adelaide have remained unchanged from the beginning of the first pay period commencing in August, 1953, consequent on the abandonment of quarterly adjustments. The rates payable in accordance with the quarterly notifications, by the President of the Board of Industry, of the South Australian living wage for the metropolitan area have also remained unchanged over the period at £11 11s. for adult males and £8 13s. for adult females.

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

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

The Act provides that the Court of Arbitration may make adjustments of the "basic wage" each quarter if the official statement supplied to the Court by the State Government Statistician relating to the cost of living shows that a variation of 1s. or more per week has occurred, compared with the preceding quarter. These adjustments apply from the dates of declaration by the Court.

The first declaration of the basic wage by the Court of Arbitration, since the authority to fix one was vested in the Court in 1925, was made on 11th June, 1926. The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis for its calculations a man, his wife and two dependent children. Since that date the principal inquiries have been those of 1938, 1947, 1950 and 1951. A table showing annual and special declarations of the basic wage by the Court of Arbitration will be found in *Labour Report* No. 42, page 100.

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

The Commonwealth Court of Conciliation and Arbitration announced on 12th September, 1953, the discontinuance of quarterly adjustments. Since this decision the Western Australian Court of Arbitration has exercised its discretionary power, and after reviewing the cost of living statements prepared by the Government Statistician for each quarter from September Quarter, 1953 to September Quarter, 1954, has declined to make, where applicable, any adjustment to the basic wage.

The rates payable in the metropolitan area in accordance with the last quarterly adjustments made by the Court, operative from 27th July, 1953, are £12 6s. 6d. for adult males and £8 0s. 3d. for adult females.

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

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

The rates commonly adopted by Tasmanian Wages Boards since the Commonwealth Court's decision to suspend the system of automatic adjustment are £12 2s. for adult males and £9 1s. 6d. for adult females.

(vii) *State Basic Wage Rates*. The "basic" wage rates of State industrial tribunals operative in November, 1953 and November, 1954 are summarized in the following table:—

STATE BASIC WAGES—WEEKLY RATES.

State.	November, 1953.			November, 1954.		
	Date of Operation.	Males.	Females.	Date of Operation.	Males.	Females.
	(a)	<i>s. d.</i>	<i>s. d.</i>	(a)	<i>s. d.</i>	<i>s. d.</i>
New South Wales(b)—						
Metropolitan and Country, excluding Broken Hill	Aug., 1953	243 0	182 0	Aug., 1953	243 0	182 0
Broken Hill	Aug., 1953	247 0	185 0	Aug., 1953	247 0	185 0
Victoria(c)	Nov., 1953	237 0	177 6	Nov., 1954	234 0	175 6
Queensland—						
Southern Division (Eastern District), including Brisbane	2.11.53	222 0	149 0	1.2.54(d)	225 0	151 0
Southern Division (Western District)	2.11.53	229 4	152 8	1.2.54(d)	232 4	154 8
Mackay Division	2.11.53	227 6	150 9	1.2.54(d)	230 6	153 9
Northern Division (Eastern District)	2.11.53	232 0	154 0	1.2.54(d)	235 0	156 0
Northern Division (Western District)	2.11.53	239 4	157 8	1.2.54(d)	242 4	159 8
South Australia(e)	Aug., 1953	231 0	173 0	Aug., 1953	231 0	173 0
Western Australia(f)—						
Metropolitan Area	27.7.53	246 6	160 3	27.7.53	246 6	160 3
South-West Land Division	27.7.53	246 0	159 11	27.7.53	246 0	159 11
Goldfield and other areas	27.7.53	249 4	162 1	27.7.53	249 4	162 1
Tasmania(g)	Aug., 1953	242 0	181 6	Aug., 1953	242 0	181 6

(a) Where dates are not quoted wage rates operate from beginning of first pay-period commencing in month shown. (b) Automatic adjustment discontinued from 23rd October, 1953, following decision of the Commonwealth Court of Conciliation and Arbitration on 12th September, 1953 (see page 276). (c) No basic wage declared but rates shown (Melbourne) are those commonly adopted by Wages Boards. (d) The Victorian Factories and Shops (Wages Boards) Act, 1953 (proclaimed 25th November, 1953), requires Wages Boards to provide for the automatic adjustment of wage rates in accordance with variations in retail price index numbers. (e) Between February and November, 1954 the Queensland Industrial Court declined to make any adjustment to the basic wage rates consequent on quarterly movements in the "C" Series of retail price index numbers. (f) The "living wage" declared for the metropolitan area is also adopted in country areas except at Whyalla where a loading of 5s. is generally payable. The "living wage" is subject to quarterly variation according to the amount of the general automatic quarterly adjustment in the Commonwealth basic wage (discontinued on 12th September, 1953) for Adelaide. (g) The Western Australian Arbitration Court from July, 1953 to November, 1954 declined to adjust the basic wage rates in accordance with movements in the cost of living rates then supplied by the Government Statistician. (h) None declared but rates shown (Hobart) are those commonly adopted by Wages Boards. From 9th December, 1953, automatic adjustment was suspended and the adjustment increases of 10s. for males and 7s. 6d. for females payable from early November, 1953 were cancelled.

§ 5. Child Endowment in Australia.

1. **General.**—The principle of supplementing wages by a payment in respect of dependent children under sixteen years of age became prominent in Australia following the recommendations of the Royal Commission on the Basic Wage, 1920, and was implemented in Australia as described in the following paragraphs. The system has been in force in various forms in England and on the Continent as far back as 1795, the first instance occurring in England in that year.

2. **National Scheme.**—Details of the appointment of another Royal Commission in 1927 and a brief summary of its findings and of consequent Government decisions were given in earlier issues of the Official Year Book (*see* No. 39, page 425).

In 1941, the Commonwealth Government introduced a scheme of child endowment throughout Australia. The main features of the scheme and a summary of the operations under the scheme from 1st July, 1947 to 30th June, 1953 are given in Chapter XIV.—Welfare Services.

3. **Earlier Schemes.**—Consequent upon the operation of the Commonwealth Child Endowment Scheme, appropriate steps were taken for the termination of the schemes operating in the Commonwealth Public Service and in New South Wales. The Commonwealth Public Service Scheme was the first system instituted in Australia and came into operation on 1st November, 1920. In New South Wales an unsuccessful attempt to institute the system was made in 1919 and a scheme was adopted under the Family Endowment Act 1927 which operated from 23rd July, 1927. For further details of these schemes reference may be made to Official Year Book No. 37, pages 485 and 486.

E. EMPLOYMENT AND UNEMPLOYMENT.

§ 1. Employment.

1. **Total Occupied Persons.**—(i) *General.* The following estimates of the total numbers of occupied males and females are based principally on data from the 1933 Census (June), the National Register (July, 1939), the Civilian Register (June, 1943), the Occupation Survey (June, 1945) and the 1947 Census (June). These sources of information have been supplemented by employment details from Pay-roll Tax returns, which first became available for July, 1941. Owing to some difference in coverage, 1947 figures in the following tables differ slightly from Census figures as shown in Chapter IX.—Population. The 1947 figures are subject to revision. Preliminary results of the 1954 Census will be found in the Appendix.

(ii) *Australia.* The estimates in the table below are divided into three categories (a) Defence Forces; (b) all persons fully occupied as employers, or as self-employed in businesses or on farms; and (c) wage or salary earners fully employed, or occupied as casual, part-time, intermittent or seasonal workers. Wage earners unemployed, in the sense that they are incapacitated or have no work to go to, are excluded, as also are persons engaged on Government relief works.

All unpaid "helpers" in non-rural industry have been included with wage and salary earners. Male unpaid "helpers" in rural industry have been included with employers and self-employed persons, as it is considered that the majority of these are sons or other close relatives of farmers working in an unofficial partnership, or as learners with the farm owner. Unpaid female "helpers" on farms are very numerous, but their exact number is not known. Generally, they combine part-time dairy or other farm work with part-time duties in the home. Together with women occupied in unpaid home duties they have been excluded from the category of occupied persons.

Statistics of net enlistments in the Defence Forces shown in the table below represent total enlistments for full-time duty less deaths and discharges. Prior to December, 1941, men in certain age-groups were called-up for short training courses but these men are excluded from the figures. In July, 1941 the number of such men was approximately 50,000.

TOTAL OCCUPIED PERSONS : AUSTRALIA.

('000.)

Year and Month.	Defence Forces (Net Enlistments). (a)	Employers and Self-employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons, including Forces. (a)
		Rural Industry.	Other Industries.	Total.	Rural Industry.	Other Industries.	Total.		
MALES.									
1933—June ..	5.8	292.4	248.3	540.7	200.0	992.0	1,192.0	1,732.7	1,738.5
1939—July ..	12.9	300.0	299.0	599.0	202.0	1,293.1	1,495.1	2,094.1	2,107.0
1941—July ..	282.8 ^b	284.0	208.0	492.0	188.0	1,363.4	1,551.4	2,043.4	2,326.2
1943—June ..	685.0	262.0	150.0	412.0	120.9	1,273.2	1,394.1	1,806.1	2,491.1
1945—June(c) ..	603.5	287.5	187.1	474.6	130.2	1,294.2	1,424.4	1,899.0	2,502.5
1947—June ..	53.2	278.9	286.8	565.7	148.2	1,649.4 ^d	1,797.6 ^d	2,363.3 ^d	2,416.5 ^d
FEMALES.									
1933—June ..	..	15.1	56.2	71.3	4.4	447.5	451.9	523.2	523.2
1939—July ..	..	16.0	62.0	78.0	4.0	561.6	565.6	643.6	643.6
1941—July ..	1.8	14.0	56.8	70.8	6.0	656.2	662.2	733.0	734.8
1943—June ..	44.0	11.7	34.4	46.1	28.1	682.1	710.2	756.3	800.3
1945—June(c) ..	45.4	17.0	43.1	60.1	23.0	667.1	690.1	750.2	795.6
1947—June ..	0.8	13.8	55.8	69.6	8.1	659.9 ^d	668.0 ^d	737.6 ^d	738.4 ^d
PERSONS.									
1933—June ..	5.8	307.5	304.5	612.0	204.4	1,439.5	1,643.9	2,255.9	2,261.7
1939—July ..	12.9	316.0	301.0	617.0	206.0	1,854.7	2,060.7	2,737.7	2,750.6
1941—July ..	284.6 ^b	298.0	264.8	562.8	194.0	2,019.6	2,213.6	2,776.4	3,061.0
1943—June ..	729.0	273.7	184.4	458.1	149.0	1,955.3	2,104.3	2,562.4	3,291.4
1945—June(c) ..	648.9	304.5	230.2	534.7	153.2	1,901.3	2,114.5	2,649.2	3,298.1
1947—June ..	54.0	292.7	342.6	635.3	150.3	2,309.3 ^d	2,465.6 ^d	3,100.9 ^d	3,154.9 ^d

(a) Includes those serving outside Australia. (b) Excludes approximately 50,000 men called up for short training courses. (c) Occupation Survey, 1st June, 1945. (d) Subject to revision. (e) Includes females, in thousands, in private domestic service as follows:—106.7 in June, 1933; 124.5 in July, 1939; 100.0 in July, 1941; 41.5 in June, 1943; 47.6 in June, 1945; and 40.3 in June, 1947.

From June, 1933 to July, 1939, the number of occupied persons of both sexes increased by 488,900, due to the increase of 223,700 in the number of available breadwinners and to the decrease of 265,200 in the number unemployed from 563,200 to 298,000. During the war years from July, 1939 to June, 1943, the number of males occupied as civilians decreased by 288,000, while females occupied as civilians increased by nearly 113,000, representing a net decrease of 175,000 persons. This decrease, together with decrease of unemployment (272,000), normal increase of breadwinners (91,000) and an abnormal war-time increase of 178,000 breadwinners (persons who would not otherwise have been working), balanced the net intake into the Defence Forces at June, 1943 (716,000). The estimate of 659,000 female wage and salary earners employed in non-rural industries as at June, 1947, includes 40,300 private domestics (the Census figure). The remaining 619,600 females in the estimate include females working part-time. The 1947 Census figure for the same industries (i.e., excluding rural and private domestic) was 579,200. Persons working regularly but for considerably less than normal working hours were instructed on the Census Schedule to exclude themselves from the work force, unless their earnings from such work formed their principal means of livelihood.

(iii) *States.* The following table shows total occupied males and females in each State in July, 1939, and June, 1947, divided into Defence Forces, Employers and Self-employed, and Wage and Salary Earners.

TOTAL OCCUPIED PERSONS : STATES.

('000.)

State.	Defence Forces (Net Enlistments). (a)		Employers and Self-employed.		Wage and Salary Earners.		Total Occupied Persons, including Forces. (a)	
	July, 1939.	June, 1947.	July, 1939.	June, 1947.	July, 1939.	June, 1947.(b)	July, 1939.	June, 1947.(b)
MALES.								
New South Wales ..	4.9	23.1	216.2	107.5	596.2	723.6	817.3	944.2
Victoria ..	4.4	15.9	162.9	158.1	399.5	480.9	566.8	654.9
Queensland ..	1.0	5.9	95.1	96.9	218.6	255.4	314.7	358.2
South Australia ..	1.1	2.6	54.6	51.8	127.7	154.4	183.4	208.8
Western Australia ..	1.0	3.4	47.4	39.8	99.7	115.6	148.1	158.8
Tasmania ..	0.5	0.8	21.5	20.1	46.9	58.1	68.9	79.0
Australia(c) ..	12.9	53.2	599.0	565.7	1,495.1	1,797.6	2,107.0	2,416.5
FEMALES.								
New South Wales ..	..	0.3	28.4	25.4	220.8	268.8	249.2	294.5
Victoria ..	..	0.4	25.5	22.4	175.3	203.4	200.8	226.2
Queensland ..	..	0.1	11.1	10.2	71.2	83.2	82.3	93.5
South Australia ..	..	..	6.0	5.2	47.4	52.9	53.4	58.1
Western Australia ..	..	..	4.8	4.3	33.2	38.4	38.0	42.7
Tasmania ..	..	..	2.2	1.9	16.3	19.0	18.5	20.9
Australia(c) ..	..	0.8	78.0	60.6	565.6	668.0	643.6	738.4
PERSONS.								
New South Wales ..	4.9	23.4	244.6	222.9	817.0	992.4	1,066.5	1,238.7
Victoria ..	4.4	16.3	188.4	180.5	574.8	684.3	767.6	881.1
Queensland ..	1.0	6.0	106.2	107.1	289.8	338.6	397.0	451.7
South Australia ..	1.1	2.6	60.6	57.0	175.1	207.3	236.8	266.9
Western Australia ..	1.0	3.4	52.2	44.1	132.9	154.0	186.1	201.5
Tasmania ..	0.5	0.8	23.7	22.0	63.2	77.1	87.4	99.9
Australia(c) ..	12.9	54.0	677.0	635.3	2,060.7	2,465.6	2,750.6	3,154.9

(a) Includes those serving outside Australia.
Australian Capital Territory and Northern Territory.

(b) Subject to revision.

(c) Includes Aus-

Between July, 1939 and June, 1947, the occupied population of Australia (including Defence Forces but excluding unemployed, pensioners, retired persons of independent means and dependants) increased by approximately 14.7 per cent. The percentage increase in each State was as follows: New South Wales, 16.1; Victoria, 14.8; Queensland, 13.8; South Australia, 12.7; Western Australia, 8.3; Tasmania, 14.3.

2. *Wage and Salary Earners in Civilian Employment.*—(i) *Australia and States.* Estimates are made monthly of wage and salary earners in employment (excluding employees in rural industry and female domestics in private homes), based on Pay-roll Tax returns and supplementary returns of Government employment. Pay-roll Tax returns cover only a small proportion of wage earners on rural holdings, and practically no private domestic servants. It is not possible to obtain actual numbers of farm employees and private domestic servants except when a Census or quasi-Census such as

Occupation Survey (1st June, 1945) is taken, but estimates have been made from time to time using available data. The next table shows for each State and for Australia as a whole the trend in that section of wage and salary earning employment which it is possible to estimate monthly. Figures are shown as at June, 1933 (Census) and July, 1939 (based on National Register). From July, 1941 (commencement of Pay-roll Tax returns) the estimates are available for each month, and the table shows the level in May, 1949, and in June of the years 1950 to 1954.

WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT.

(Excluding Rural Wage Earners, Female Domestic in Private Homes, Persons on Paid Strength of Defence Forces and National Service Trainees in Camp.)

('000.)

Year and Month.	New South Wales.	Vic-toria.	Queens-land.	South Aus-tralia.	Western Aus-tralia.	Tas-smania.	Aus-tralia. (a)
MALES.							
1933—June	380.6	288.6	139.8	80.5	70.1	29.0	992.0
1939—July	529.9	357.5	172.8	106.7	82.9	37.4	1,203.1
1949—May ⁽¹⁾ (c) ..	721.4	489.3	230.8	155.0	112.8	57.4	1,787.1
1950—June(b) ..	740.8	510.7	250.4	165.7	120.5	58.4	1,858.7
1951—June(b) ..	758.2	525.8	259.3	170.0	125.3	60.2	1,911.5
1952—June(b) ..	754.4	524.4	258.1	171.5	126.0	61.0	1,908.1
1953—June(b) ..	734.3	521.6	255.2	170.6	130.2	61.8	1,886.8
1954—June(b) ..	758.1	539.7	263.7	176.0	135.0	62.8	1,948.4
FEMALES.							
1933—June	125.8	118.2	40.5	26.0	20.6	9.1	340.8
1939—July	168.0	142.9	53.2	34.0	26.2	11.6	437.1
1949—May(b)(c) ..	269.9	202.5	80.1	52.2	37.8	18.8	664.1
1950—June(b) ..	278.5	210.0	83.1	54.3	39.9	19.4	688.2
1951—June(b) ..	290.9	219.6	86.1	57.0	41.6	20.3	718.8
1952—June(b) ..	270.5	206.6	83.8	54.9	40.5	19.8	679.4
1953—June(b) ..	266.2	205.9	83.7	53.4	41.0	20.1	673.7
1954—June(b) ..	279.5	217.7	86.1	56.9	42.8	21.0	707.5
PERSONS.							
1933—June	506.4	406.8	180.3	106.5	90.7	38.1	1,332.8
1939—July	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1949—May(b)(c) ..	991.3	691.8	319.9	207.2	150.6	76.2	2,451.2
1950—June(b) ..	1,019.3	720.7	333.5	220.0	160.4	77.8	2,546.9
1951—June(b) ..	1,049.1	745.4	345.4	227.0	166.9	80.5	2,630.3
1952—June(b) ..	1,024.9	731.0	341.9	226.4	166.5	80.8	2,587.5
1953—June(b) ..	1,000.5	727.5	338.9	224.0	171.2	81.9	2,560.5
1954—June(b) ..	1,037.6	757.4	349.8	232.9	177.8	83.8	2,655.9

(a) Includes Australian Capital Territory and Northern Territory. (b) Subject to revision. (c) Figures for May, 1949 have been used for purposes of annual comparison because of the effects of the coal dispute in June, 1949.

Estimates for recent months for Australia, corresponding to the foregoing, together with details for certain industrial groups, are published regularly in the *Monthly Review of Business Statistics* and the *Monthly Bulletin of Employment Statistics*.

(ii) *Industrial Groups.* The following table shows the total male and female wage and salary earners in civilian employment (excluding employees in rural industry, female private domestics, persons on the paid strength of the Defence Forces and National Service Trainees in camp) subdivided to show the extent of employment provided by Governmental authorities and by private employers respectively. Some principal industrial groups included in the total are shown separately and include both Governmental and private employees, except in the case of retail trade, where there are no Governmental employees.

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

(Excluding Rural Wage Earners, Female Domestic in Private Homes, Persons on Paid Strength of Defence Forces and National Service Trainees in Camp.)

('000.)

Industrial Group.	July, 1939.	June, 1950. (a)	June, 1951. (a)	June, 1952. (a)	June, 1953. (a)	June, 1954. (a)
MALES.						
Mining and Quarrying	52.2	53.9	55.8	58.2	58.0	58.7
Manufacturing, etc.(b)	456.1	716.4	733.0	721.4	726.4	756.8
Building and Construction	149.7	197.2	212.7	214.0	193.2	205.7
Rail and Air Transport	73.0	100.9	100.9	106.9	104.9	106.3
Other Transport and Communication	112.9	191.9	193.8	193.0	190.2	193.8
Retail Trade	259.7	127.1	129.7	124.8	125.0	128.4
Other Commerce and Finance						
Health	17.8	24.8	24.8	25.3	25.5	25.9
Education	22.1	30.7	31.9	33.2	35.4	36.7
Entertainment, Sport and Recreation	17.4	18.0	18.0	18.1	18.2	18.3
Personal Services	37.0	53.9	54.6	53.2	51.6	52.1
Other	95.2	163.9	167.9	168.2	167.4	167.4
Total	1,293.1	1,858.7	1,911.5	1,908.1	1,886.8	1,948.4
Governmental(c)	349.8	553.5	570.4	577.4	567.8	581.4
Private Employers	943.3	1,305.2	1,341.1	1,330.7	1,319.0	1,367.0
Total	1,293.1	1,858.7	1,911.5	1,908.1	1,886.8	1,948.4

FEMALES.

Mining and Quarrying	0.3	0.7	0.8	0.9	0.9	1.0
Manufacturing, etc.(b)	169.0	230.4	241.1	206.3	209.8	226.8
Building and Construction	1.2	3.3	3.8	4.2	4.3	4.7
Rail and Air Transport	2.5	8.0	8.2	8.6	7.7	8.0
Other Transport and Communication	10.1	30.8	31.9	30.9	28.5	28.5
Retail Trade	114.9	113.3	119.1	112.6	109.9	115.3
Other Commerce and Finance						
Health	34.0	65.0	67.4	68.7	68.8	70.8
Education	32.0	39.1	39.7	41.8	43.3	44.9
Entertainment, Sport and Recreation	4.0	8.4	8.7	8.6	8.7	8.6
Personal Services	43.0	72.8	72.1	68.9	65.8	67.0
Other	26.1	51.6	54.7	55.0	54.5	54.9
Total	437.1	688.2	718.8	679.4	673.7	707.5
Governmental(c)	55.2	107.6	113.8	115.2	112.0	114.5
Private Employers	381.9	580.6	605.0	564.2	561.7	593.0
Total	437.1	688.2	718.8	679.4	673.7	707.5

PERSONS.

Mining and Quarrying	52.5	54.6	56.6	59.7	58.9	59.7
Manufacturing, etc.(b)	625.1	916.8	974.1	927.7	936.2	983.6
Building and Construction	150.9	200.5	216.5	218.2	197.5	210.4
Rail and Air Transport	75.5	108.9	109.1	115.5	112.6	114.3
Other Transport and Communication	123.0	222.7	225.7	223.9	218.7	222.3
Retail Trade	374.6	240.4	248.8	237.4	234.9	243.7
Other Commerce and Finance						
Health	51.8	59.8	62.2	61.0	64.3	66.7
Education	51.1	69.8	71.6	75.0	78.7	81.6
Entertainment, Sport and Recreation	21.4	26.4	26.7	26.7	26.9	26.9
Personal Services	80.0	128.7	126.7	122.1	117.4	119.1
Other	121.3	215.5	222.6	223.2	221.9	222.3
Total	1,730.2	2,546.9	2,940.3	2,587.5	2,560.5	2,655.9
Governmental(c)	405.0	661.1	684.2	692.0	679.8	695.9
Private Employers	1,325.2	1,885.8	1,946.1	1,895.5	1,880.7	1,960.0
Total	1,730.2	2,546.9	2,940.3	2,587.5	2,560.5	2,655.9

(a) Subject to revision. (b) Estimates (subject to revision) based on Pay-roll Tax returns, etc., of employees predominantly engaged in secondary production. The figures include a considerable number of employees outside the scope of the factory employment figures as defined and published in Chapter XXIV.—Manufacturing Industry. (c) Includes employees of Commonwealth, State, Semi-Governmental and Local Government Authorities.

A graph showing wage and salary earners in civilian employment by main industrial groups appears on page 279.

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

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

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that employment in factories increased steadily throughout 1953-54 to a new post-war peak in June, 1954, which was slightly above the previous peak recorded in November, 1951. For the year 1953-54, the index showed the level of employment in factories to be the same as that for the year 1951-52, which was 70 per cent. higher than the average factory employment for the three years ended June, 1939.

3. **Government Employees.**—(i) *Australia, 1939 and 1950 to 1954.* The following table shows at June in each of the years 1950 to 1954, in comparison with 1939, the number of civilian employees of Commonwealth, State and Semi-Governmental and Local Government authorities. These include all employees of Governmental authorities on services such as railways, tramways, banks, post office, air transport, education, broadcasting, police, public works, factories and munitions establishments, migrant hostels, etc., as well as administrative employees, within Australia.

GOVERNMENT EMPLOYEES(a) : AUSTRALIA.

June—	Commonwealth.			State and Semi-Governmental.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
1939(b) ..	56,099	11,764	67,863	235,066	40,586	275,652	58,637	2,887	61,524	349,802	55,237	405,039
1950 ..	156,332	44,970	201,302	338,003	58,209	396,212	59,988	4,453	64,441	554,323	107,632	661,955
1951 ..	160,600	48,063	208,753	348,447	61,090	409,537	62,096	4,751	66,847	571,233	113,904	685,137
1952 ..	157,880	45,117	202,997	359,310	65,061	424,401	61,167	5,111	66,278	578,387	115,289	693,676
1953 ..	159,002	41,571	200,573	349,096	65,129	414,225	59,641	5,315	64,956	567,739	112,015	679,754
1954 ..	156,604	41,579	198,183	363,095	67,466	430,561	61,643	5,493	67,136	581,342	114,538	695,880

(a) See explanation above.

(b) July.

(ii) *Commonwealth and States, etc., June 1953 and 1954.* The numbers of employees of Commonwealth Government authorities in Australia as at June, 1953 and 1954, are shown in the following table, together with the numbers of employees of State, Semi-Governmental and Local Government authorities in each State.

GOVERNMENT EMPLOYEES(a), JUNE, 1953 AND 1954.

Employed by—	June, 1953.			June, 1954.		
	Males.	Females.	Persons.	Males.	Females.	Persons.
Commonwealth ..	159,002	41,571	200,573	156,604	41,579	198,183
New South Wales ..	151,390	25,277	176,667	156,721	26,209	182,930
Victoria ..	101,316	20,799	122,115	105,563	21,538	127,101
Queensland ..	64,275	7,510	71,785	68,258	7,604	75,862
South Australia ..	39,304	7,622	46,926	49,441	7,984	48,425
Western Australia ..	36,670	5,938	42,608	37,775	6,117	43,892
Tasmania ..	15,782	3,298	19,080	15,980	3,507	19,487
Total ..	567,739	112,015	679,754	581,342	114,538	695,880

(a) See explanation in para. 3 (i) above.

§ 2. Unemployment.

1. **Total Persons Unemployed.**—The total number of persons unemployed has been recorded only at the dates of the various censuses and quasi-censuses. The census records include all persons who state that they are unemployed, and distinguish between unemployment on account of sickness, accident, scarcity of work, industrial dispute, and all other causes combined. The following table sets out the number of unemployed at the (Censuses of 1911, 1921, 1933 and 1947, the National Register, 1939, and the Occupation Survey, 1945. The percentage which the unemployed bore at each date to all wage and salary earners of the same sex, comprising those estimated to be in employment and those unemployed is also shown.

UNEMPLOYMENT (ALL CAUSES) : AUSTRALIA.

Year and Month.	Wage and Salary Earners Unemployed.			Proportion of Wage and Salary Earners Unemployed.		
	Males.	Females.	Total.	Males.	Females.	Total.
	'000.	'000.	'000.	%	%	%
1911—April (Census) . . .	48.0	8.3	56.3	4.3	2.7	4.0
1921—April " " . . .	139.4	21.5	160.9	10.7	5.7	9.6
1933—June(a) " " . . .	460.2	103.1	563.3	27.9	19.1	25.8
1939—July(b) " " . . .	264.0	34.0	298.0	15.0	5.7	12.6
1945—June(c) " " . . .	39.9	16.2	56.1	2.7	2.3	2.6
1947—June (Census)(d)	66.6	16.9	83.5	3.6	2.5	3.3

(a) The figures shown for 1933 are in excess of those actually recorded at the Census, through an allowance having been made for a number of youths and girls who would normally have been wage and salary earners, but who, on account of the economic depression, having never been employed, were not classed as wage and salary earners. (b) Derived from National Register, 1939. (c) Derived from Occupation Survey, 1945. (d) Persons in the work force who were not at work at the time of the Census.

The estimates and percentages of unemployment given above for periods subsequent to the Census of 1933 should be interpreted in conjunction with the notes below.

The estimates for 1939 were based on the National Register, which covered males aged 18-64 years, and data available from other sources. The proportion of wage earners unemployed in July, 1939, immediately prior to the 1939-45 War, was estimated at approximately 12½ per cent. In July, 1941, it was about 4 per cent. and by June, 1943, under conditions of intensive mobilization of manpower for war purposes, involuntary unemployment was practically nil. Owing to the use on the Occupation Survey (1945) card of the definition "a person normally working for wages but without a job on 1st June", it appears that the 1945 figures exclude some persons who were temporarily absent from their jobs at the date of the survey.

Of the numbers at the 1947 Census shown above 25.6 per cent. were not at work owing to sickness or accident and 26.6 per cent. stated that they were resting. Of the latter, approximately half said they expected to resume their former jobs.

2. **Commonwealth Unemployment and Sickness Benefits.**—Details of conditions governing the payment of unemployment and sickness benefits under the Social Services Act 1947-1954, and tables showing numbers on benefit and payments made, may be found in Chapter XIV.—Welfare Services.

§ 3. Commonwealth Employment Service.

The Commonwealth Employment Service was established under Section 47 of the Re-establishment and Employment Act 1945, and under the Social Services Legislation Declaratory Act 1947.

The principal function of this Service, as set out in Section 48 of the first-mentioned Act, is to provide services and facilities in relation to employment for the benefit of persons seeking employment or to change employment, or to engage labour, and to

provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth. The Act also gives the Service a number of specific functions in relation to the re-establishment of ex-servicemen.

The Service also assists in the administration of the Unemployment and Sickness Benefits provided under the Social Services Act 1947-1954, and of the Re-employment Allowance provided under the Re-establishment and Employment Act 1945-1952 for certain classes of discharged members of the Forces. All persons who wish to claim unemployment benefits or re-employment allowances must register with a District Employment Office which is responsible for certifying whether or not suitable employment can be offered to them.

In addition to giving assistance and advice on employment problems through a network of District Employment Offices, the Service provides free vocational guidance in each State other than New South Wales by means of a staff of qualified psychologists. (In New South Wales a similar service is provided by officers of the New South Wales Department of Labour and Industry and Social Welfare who act as agents for the Service in this regard.) While vocational guidance is available to any individual, it is provided particularly for juveniles entering employment for the first time, for ex-servicemen and for physically and mentally handicapped persons. Invalid pensioners being considered by the Department of Social Services for training under the provisions of the Social Services Act 1947-1954 are examined by the Vocational Guidance Branch before training is provided. During the twelve months ended June, 1954, the Service provided vocational guidance for 8,804 individuals.

Under the scheme operated by the International Refugee Organization (since replaced by the Inter-Governmental Committee for European Migration) for the resettlement of Displaced Persons from Europe following the 1939-45 War, the Commonwealth Employment Service is responsible for placing in employment the workers amongst these people so that their services will be of most value to the economy. Up to 30th June, 1954, more than 100,000 workers had been so placed.

Towards the middle of 1950 the Service was given the responsibility for placing migrants from Great Britain under the Commonwealth-Nominated Migration Scheme. Since the agreements entered into with the Dutch, West German, Greek and Italian Governments for the entry of selected European workers into the country, the Commonwealth Employment Service has undertaken the initial placement of such persons and up to 30th June, 1954, had placed some 6,500 British and 22,000 European workers arriving under the above schemes.

Since early in 1951, the Commonwealth Employment Service has been responsible for the registration, medical examination, interview and call-up of young men for training in the Armed Forces, under the National Service Act 1951-1953, which is administered by the Department of Labour and National Service. The Service is also responsible for administering the provisions of the Act relating to the protection of the rights of National Service trainees in relation to their civil employment.

In association with its placement activities, the Commonwealth Employment Service carries out regular surveys of the labour market in all areas and supplies detailed information on the employment situation to Government Departments and instrumentalities and to the public. In order to assist in making effective placements, job analysis studies of Australian occupations are also made.

The Service operates within the Employment Division of the Department of Labour and National Service, and is under the control of the Permanent Head of that Department. It operates on a decentralized basis. The Central Office is in Melbourne, and there is a Regional Office in the capital city of each State, with 118 District Employment Offices and Branches in suburban and the larger provincial centres, and with 345 agents in the smaller country centres who are responsible to the various District Employment Offices. The District Offices and Branches are distributed as follows:—New South Wales, 46 (including Canberra); Victoria, 29; Queensland, 19; South Australia, 9 (including Darwin); Western Australia, 11; Tasmania, 4.

The Service completed its eighth year of operation in May, 1954. During the year ended June, 1954 there were 511,954 new registrations of applicants for employment of whom 407,860 were referred to employers and 263,676 placed in employment. Corresponding figures for the year ended June, 1953 were 600,149, 345,152 and 242,799 respectively. During 1953-54 there were 436,719 new notifications of vacancies compared with 332,101 during 1952-53. Vacancies unfilled were 45,870 at the end of June, 1954 and 22,523 at the end of June, 1953.

With the setting up of the Commonwealth Employment Service most of the State Labour Exchange Organizations existing previously were superseded. Details of the organization and administration of these exchanges in the several States were given in *Labour Report* No. 30, page 133.

§ 4. Industrial Disputes.

1. **General.**—Information with regard to the collection of particulars and the methods of tabulation of industrial disputes involving stoppage of work are given in previous issues of the Official Year Book, and also in the annual *Labour Report*.

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

2. **Industrial Disputes involving Stoppage of Work, Classified in Industrial Groups, 1953.**—The following table gives for Australia as a whole particulars of industrial disputes which were in progress during 1953, classified according to industrial groups. Figures for States and Territories on a comparable basis may be found in *Labour Report* No. 42, 1953.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS: AUSTRALIA, 1953.(a)

Class.	Industrial Group.	Number.	Workers Involved.			Working Days Lost.	Estimated Loss in Wages. (£.)
			Directly.	Indirectly. (b)	Total.		
I.	Wood, Furniture, etc.	1	40	..	40	50	97
II.	Engineering, Metal Works, etc.	75	117,818	2,648	120,466	140,219	426,022
III.	Food, Drink, etc.	39	18,602	3,700	22,302	158,173	449,012
IV.	Clothing, Textiles, etc.	3	195	10	205	934	3,253
V.	Books, Printing, etc.	1	39	..	39	11	..
VI.	Other Manufacturing	24	8,333	3,864	12,197	52,335	144,982
VII.	Building	41	8,295	122	8,417	67,506	242,500
VIII.	{ (i) Coal-mining	944	147,591	200	147,791	378,715	1,247,895
	{ (ii) Other Mining, Quarries, etc.	6	2,626	394	3,020	18,956	80,486
IX.	Railway and Tramway Services	27	35,034	104	35,138	32,659	93,311
X.	Other Transport	4	1,300	1,051	2,351	12,875	35,087
XI.	{ (i) Stevedoring	268	141,027	153	141,180	174,764	567,969
	{ (ii) Shipping, etc.	12	1,117	..	1,117	2,266	7,170
XII.	Pastoral, Agricultural, etc.	2	200	..	200	2,700	14,718
XIII.	Domestic, Hotels, etc.	1	23	..	23	805	1,300
XIV.	Miscellaneous	11	1,560	..	1,560	7,862	23,635
	Total	1,459	483,800	12,246	496,046	1,050,830	3,337,437

(a) Two disputes in New South Wales and one in South Australia involving respectively 141 and 1,432 workers commenced in 1952 and were still in progress at the beginning of 1953. Particulars of these disputes have been included in statistics of disputes for both 1952 and 1953. (b) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

Graphs showing, for a number of years, the working days lost as a result of industrial disputes in the main industrial groups will be found on pp. 280-281.

3. **Industrial Disputes, States and Territories, 1939 and 1951 to 1953.**—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 either commenced or were in progress during each of the years 1939 and 1951 to 1953.

INDUSTRIAL DISPUTES : STATES AND TERRITORIES.

State or Territory.	Year.	Number.	Workers Involved.			Working Days Lost.	Estimated Loss in Wages. (£.)
			Directly.	Indirectly. (a)	Total.		
New South Wales	1939	386	139,301	9,230	148,531	410,183	419,330
	1951	1,052	279,823	23,738	303,561	682,418	1,803,947
	1952	1,316	333,990	13,106	347,096	763,860	2,279,619
	1953	1,080	302,007	6,375	308,382	759,391	2,403,242
Victoria	1939	10	1,989	180	2,169	27,313	19,046
	1951	41	27,219	..	27,219	42,210	104,038
	1952	33	60,753	1,167	61,920	116,339	339,109
	1953	53	65,962	2,164	68,126	57,160	176,330
Queensland	1939	5	373	2	375	1,870	1,753
	1951	191	51,685	4,412	56,097	96,307	218,454
	1952	195	39,298	1,624	40,922	76,286	235,914
	1953	265	87,986	3,511	91,497	153,448	465,830
South Australia	1939	2	170	5	175	1,880	1,416
	1951	27	12,713	21	12,734	34,057	88,286
	1952	32	24,408	1,623	26,031	64,738	175,043
	1953	24	18,502	190	18,692	55,476	200,610
Western Australia	1939	7	1,108	145	1,253	14,100	9,578
	1951	10	4,179	..	4,179	5,101	12,394
	1952	21	19,154	2	19,156	127,826	369,658
	1953	11	3,665	..	3,665	4,977	15,663
Tasmania	1939	4	53	..	53	166	93
	1951	21	4,644	..	4,644	10,401	23,949
	1952	26	10,258	34	10,332	14,143	39,640
	1953	18	5,060	6	5,075	18,441	68,259
Northern Territory	1939	2	234	40	274	3,642	3,600
	1951	1	48	..	48	60	120
	1952	3	257	..	257	272	762
	1953	5	535	..	535	1,807	7,161
Australian Capital Territory	1939	..	..	..	..	..	..
	1951	1	110	..	110	2,420	4,840
	1952	1	20	..	20	40	105
	1953	3	74	..	74	130	342
Australia	1939	416	143,228	9,602	152,830	459,154	455,716
	1951	1,344	380,421	28,171	408,592	872,974	2,256,028
	1952	1,627	488,178	17,556	505,734	1,163,504	3,439,850
	1953	1,459	483,800	12,246	496,046	1,050,830	3,337,437

(a) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

Detailed information in regard to the disputes during the above-mentioned and previous years is given in the *Labour Report*.

4. **Duration of Industrial Disputes, 1953.**—The following table gives particulars of industrial disputes during 1953 in the three groups "Coal-mining", "Stevedoring" and "Other Industries" classified according to duration.

DURATION OF INDUSTRIAL DISPUTES : AUSTRALIA, 1953.

Limits of Duration.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
1 day and less	693	174	89	956
2 days and more than 1 day	137	60	35	232
3 days and more than 2 days	36	9	21	66
Over 3 days and less than 1 week	19	12	22	53
1 week and less than 2 weeks	36	13	35	84
2 weeks and less than 4 weeks	15	..	29	44
4 weeks and less than 8 weeks	3	..	8	11
8 weeks and over	5	..	8	13
Total	944	268	247	1,459

DURATION OF INDUSTRIAL DISPUTES: AUSTRALIA, 1953—*continued.*

Limits of Duration.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
WORKERS INVOLVED.				
1 day and less	91,619	92,594	160,446	344,659
2 days and more than 1 day .. .	19,073	36,602	8,355	64,030
3 days and more than 2 days .. .	4,374	2,840	3,304	10,518
Over 3 days and less than 1 week .. .	2,354	3,604	5,224	11,182
1 week and less than 2 weeks .. .	5,515	5,540	10,022	21,077
2 weeks and less than 4 weeks .. .	2,091	..	9,088	11,179
4 weeks and less than 8 weeks .. .	5,330	..	1,914	7,244
8 weeks and over	17,435	..	8,722	26,157
Total	147,791	141,180	207,075	496,046
WORKING DAYS LOST.				
1 day and less	90,018	72,515	97,319	259,852
2 days and more than 1 day .. .	33,214	52,358	13,705	99,277
3 days and more than 2 days .. .	9,295	7,602	9,977	26,874
Over 3 days and less than 1 week .. .	7,442	12,519	21,046	41,007
1 week and less than 2 weeks .. .	33,241	29,770	53,186	115,997
2 weeks and less than 4 weeks .. .	18,704	..	109,964	128,668
4 weeks and less than 8 weeks .. .	27,591	..	46,789	74,380
8 weeks and over	159,410	..	145,365	304,775
Total	378,715	174,764	497,351	1,050,830

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

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

As the items included under these headings differ somewhat from those included under the similar headings used for classifying causes of disputes in years prior to 1950 the figures for the years 1950 to 1953 are not strictly comparable with those for earlier years.

(ii) *Years 1939 and 1940 to 1953.* The following table gives particulars of industrial disputes according to causes for the years 1939 and 1949 to 1953.

CAUSES OF INDUSTRIAL DISPUTES : AUSTRALIA.

Cause of Dispute.	1939.	1949.	1950.(a)	1951.(a)	1952.(a)	1953.(a)
NUMBER OF DISPUTES.						
Wages, Hours and Leave	96	187	128	186	161	105
Physical Working Conditions and Managerial Policy	197	328	894	803	967	896
Trade Unionism	50	84	114	159	204	187
Other	73	250	140	106	294	271
Total	410	849	1,276	1,344	1,627	1,459

WORKERS INVOLVED.						
Wages, Hours and Leave	29,290	67,821	104,075	117,499	201,274	89,443
Physical Working Conditions and Managerial Policy	56,783	48,962	173,705	151,655	183,123	218,809
Trade Unionism	18,051	14,234	15,651	27,684	51,810	26,176
Other	48,106	133,560	138,270	111,814	60,518	161,618
Total	152,830	264,577	431,701	408,592	505,724	496,046

WORKING DAYS LOST.						
Wages, Hours and Leave	128,525	1,019,757	1,440,462	338,020	545,017	208,776
Physical Working Conditions and Managerial Policy	180,510	118,755	443,493	359,383	444,286	657,835
Trade Unionism	54,749	37,154	37,580	67,280	93,133	58,038
Other	86,470	158,324	133,353	108,284	81,068	126,181
Total	450,154	1,333,090	2,060,888	572,977	1,163,504	1,050,830

(a) Owing to the use of a new classification, figures for 1950 to 1953 are not strictly comparable with those for earlier years.

(iii) *Year 1953.* The following table shows the causes of industrial disputes during 1953 in three broad groups of industries:—(i) Coal-mining, (ii) Stevedoring, and (iii) Other Industries.

CAUSES OF INDUSTRIAL DISPUTES : AUSTRALIA, 1953.

Cause of Dispute.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
Wages, Hours and Leave	26	24	55	105
Physical Working Conditions and Managerial Policy	574	172	150	896
Trade Unionism	156	11	20	187
Other	188	61	22	271
Total	944	268	247	1,459

WORKERS INVOLVED.				
Wages, Hours and Leave	8,782	21,696	58,965	89,443
Physical Working Conditions and Managerial Policy	89,543	86,771	42,495	218,809
Trade Unionism	17,237	4,619	4,320	26,176
Other	32,229	28,094	101,295	161,618
Total	147,791	141,180	207,075	496,046

WORKING DAYS LOST.				
Wages, Hours and Leave	9,647	32,562	166,567	208,776
Physical Working Conditions and Managerial Policy	294,430	111,066	252,339	657,835
Trade Unionism	37,707	7,246	13,085	58,038
Other	36,931	23,890	65,360	126,181
Total	378,715	174,764	497,351	1,050,830

6. *Results of Industrial Disputes.*—In issues of the Official Year Book prior to No. 40, tables were included showing analyses of the results of industrial disputes over a period of years. Under a new method of collection of the basic data, the information on which these analyses were based is no longer available for the majority of disputes and the compilation has therefore been discontinued.

7. *Methods of Settlement.*—In the following table industrial disputes for the year 1953 have been classified according to method of settlement. Since the previous issue of the Official Year Book the classification of industrial disputes by industry groups has been extended to show details separately under: "Coal-mining", "Stevedoring", and "Other Industries".

INDUSTRIAL DISPUTES: METHODS OF SETTLEMENT, AUSTRALIA, 1953.(a)

Method of Settlement.	Coal-mining.	Steve-doring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
1. By private negotiation	173	17	96	286
2. By mediation not based on legislation .. .. .	..	..	1	1
3. State legislation—				
(a) Under State Conciliation, etc., legislation	2	1	56	59
(b) By reference to State Government officials	9	..	2	11
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	1	33	34
(ii) Coal Industry Acts	55	..	..	55
(iii) Stevedoring Industry Act .. .. .	..	21	..	21
(iv) Other Acts .. .. .	..	..	3	3
(b) By reference to Commonwealth Government officials .. .. .	..	23	..	23
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation	705	205	53	963
8. By other methods .. .. .	..	..	..	..
Total	944	268	244	1,456

WORKERS INVOLVED.

1. By private negotiation	15,802	1,703	21,414	38,919
2. By mediation not based on legislation .. .. .	..	..	450	450
3. State legislation—				
(a) Under State Conciliation, etc., legislation	3,430	22	25,053	28,505
(b) By reference to State Government officials	915	..	537	1,452
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	66	4,740	4,806
(ii) Coal Industry Acts	11,914	..	..	11,914
(iii) Stevedoring Industry Act .. .. .	..	14,560	..	14,560
(iv) Other Acts .. .. .	..	..	2,324	2,324
(b) By reference to Commonwealth Government officials .. .. .	..	9,683	..	9,683
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation	115,730	115,146	152,137	383,013
8. By other methods .. .. .	..	..	..	..
Total	147,791	141,180	206,655	495,626

WORKING DAYS LOST.

1. By private negotiation	38,480	3,164	83,813	125,457
2. By mediation not based on legislation .. .. .	..	..	360	360
3. State legislation—				
(a) Under State Conciliation, etc., legislation	17,281	22	218,212	235,515
(b) By reference to State Government officials	5,790	..	4,870	10,660
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	82	33,029	33,111
(ii) Coal Industry Acts	50,247	..	..	50,247
(iii) Stevedoring Industry Act .. .. .	..	35,590	..	35,590
(iv) Other Acts .. .. .	..	..	35,622	35,622
(b) By reference to Commonwealth Government officials .. .. .	..	10,994	..	10,994
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation	266,917	124,912	108,502	500,331
8. By other methods .. .. .	..	..	..	..
Total	378,715	174,764	484,408	1,037,887

(a) As there are usually disputes in progress at the end of each year, totals in the above table will not necessarily agree with those shown in preceding tables.

F. WORKERS' COMPENSATION LEGISLATION.

A conspectus of the principal provisions of Workers' Compensation Acts in force in Australia at 30th June, 1953 will be found in *Labour Report* No. 41, 1952, pages 137-145. For a summary of the principal amendments to these Acts during the six months ended 30th June, 1954 reference should be made to *Labour Report* No. 42, 1953.

G. LABOUR ORGANIZATIONS.

§ 1. Labour Organizations in Australia.

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

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

(iii) *Under the (Commonwealth) Conciliation and Arbitration Act.* Under Part VI. of the Conciliation and Arbitration Act any employer or association of employers in any industry who has employed not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry may be registered.* Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1953 the number of employers' organizations registered under the provisions of the Commonwealth Conciliation and Arbitration Act was 53. The number of unions of employees registered at the end of 1953 was 152, with a membership of approximately 1,378,200 representing 82 per cent. of the total membership of all trade unions in Australia.

2. **Particulars regarding Trade Unions.**—(i) *Types.* The trade unions in Australia are very diverse in character, and range from the small independent association to the large interstate organization, which, in its turn, may be a branch of an international body. Broadly speaking, there are four distinct classes of labour organizations:—(i) the local independent; (ii) the State; (iii) the interstate; and (iv) the Australasian or international; but a number of variations occur from each of these classes. The schemes of organization of interstate or federated unions vary greatly in character. In some unions the State organizations are bound together under a system of unification with centralized control, while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. The leading characteristics of each of these types were briefly outlined in *Labour Report* No. 2 (pp. 7-9).

(ii) *Number and Membership.* Returns showing membership by States as at 31st December each year are obtained for all trade unions and employe organizations. The affairs of single organizations are not disclosed in the published results and this has assisted in securing complete information. The Bureau is greatly indebted to the secretaries for their cordial co-operation in supplying information. The following table shows the position at the end of 1939, 1952 and 1953:—

TRADE UNIONS : NUMBER AND MEMBERSHIP.

State or Territory.	Number of Separate Unions.			Number of Members.			Percentage Increase in Membership.(a)		
	1939.	1952.	1953.	1939.	1952.	1953.	1939.	1952.	1953.
New South Wales	200	223	224	358,391	649,163	665,737	3.4	- 4.3	2.6
Victoria	149	159	159	216,803	416,319	424,428	0.8	- 3.9	1.9
Queensland	114	129	129	180,653	274,908	285,718	6.5	- 0.8	3.9
South Australia	117	139	138	67,282	137,495	140,154	8.7	- 1.8	1.9
Western Australia	141	151	152	67,833	205,462	107,642	0.1	- 0.0	2.1
Tasmania	79	98	98	22,062	46,948	48,293	4.8	- 1.0	2.9
Northern Territory	4	15	18	761	2,340	2,535	5.6	-15.3	8.3
Australian Capital Territory	15	31	28	1,685	4,877	5,251	9.6	-15.0	7.7
Australia	(b) 380	(b) 360	(b) 365	915,470	1,637,542	1,679,758	3.4	- 3.1	2.6

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

NOTE.—Minus sign (—) denotes decrease.

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

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

Because of the difficulties involved, the collection of statistics relating to the "Number of Branches" of Trade Unions appearing in issues of the Official Year Book prior to No. 39 has been discontinued.

(iii) *Classification in Industrial Groups.* The following table shows the number of unions and members thereof in Australia at the end of each of the years 1939, 1952 and 1953. Compared with 1939, membership in 1953 had increased by 83 per cent.

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Group.	1939.		1952.		1953.	
	No. of Unions.(a)	No. of Members.	No. of Unions.(a)	No. of Members	No. of Unions.(a)	No. of Members.
Manufacturing—						
I. Wood, Furniture, etc.	4	27,990	6	42,439	6	43,051
II. Engineering, Metal Works, etc.	22	99,731	15	245,831	15	246,217
III. Food, Drink, Tobacco, etc.	35	80,328	35	93,847	36	95,806
IV. Clothing, Textiles, etc.	12	68,847	6	100,056	6	111,788
V. Books, Printing, etc.	8	22,303	6	34,494	6	35,467
VI. Other Manufacturing	37	52,074	37	75,619	37	80,027
VII. Building	28	45,651	26	115,837	28	123,811
VIII. Mining, Quarrying, etc.	13	48,812	12	49,991	12	50,515
IX. Railway and Tramway Services	29	105,938	25	144,710	25	143,642
X. Other Transport	6	19,488	9	60,111	9	59,494
XI. Shipping, etc.	21	28,760	13	42,703	13	39,941
XII. Pastoral, Agricultural, etc.	5	40,276	3	59,055	3	62,070
XIII. Domestic, Hotels, etc.	18	13,177	14	37,749	14	33,025
XIV. Miscellaneous—						
(i) Banking, Insurance and Clerical	20	39,013	17	104,486	17	108,605
(ii) Public Service	50	89,848	60	187,255	63	195,777
(iii) Retail and Wholesale	8	36,290	12	58,917	13	62,723
(iv) Municipal, Sewerage and Labouring	11	46,552	12	72,858	10	75,097
(v) Other Miscellaneous	53	50,392	52	111,584	52	112,702
Total	380	915,470	360	1,637,512	365	1,679,758

(a) Without interstate duplication. See letterpress above.

(iv) *Number of Members and Proportion of Wage and Salary Earners, Australia.* The following table shows the estimated percentages of wage and salary earners in employment who are members of trade unions. As current estimates of wage and salary earners in employment do not include employees engaged in rural industry or females in private domestic service the percentages have been calculated on figures obtained by adding to the end of year estimates (see page 288 above) the number of employees in rural industry and females in private domestic service recorded at the Census of June, 1947. 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(a), AUSTRALIA.

Year.	Number of Members.			Proportion of Total Wage and Salary Earners. (Per cent.)		
	Males.	Females.	Persons.	Males.	Females.	Persons.
1939..	778,336	137,134	915,470	52	24	44
1949..	1,226,818	294,096	1,520,914	63	41	57
1950..	1,301,868	303,476	1,605,344	65	40	58
1951..	1,368,694	321,577	1,690,271	66	42	60
1952..	1,354,248	283,294	1,637,542	67	40	60
1953..	1,381,103	298,655	1,679,758	67	40	60

(a) Includes allowance for unemployed.

(v) *Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated unions in 1953 :—

INTERSTATE OR FEDERATED TRADE UNIONS : AUSTRALIA(a), 1953.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
Number of Unions ..	12	12	20	35	60	139
„ „ Members ..	32,050	46,691	134,998	381,910	885,795	1,481,444

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

The number of organizations operating in two or more States increased from 72 in 1912 to 139 in 1953, and the ratio of the membership of such organizations to the total membership of all organizations rose from 65 to 89 per cent. during the same period.

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

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith in each State at the end of the year 1953 :—

CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AND BRANCH UNIONS AFFILIATED, 1953.

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W.Aust.	Tas.	N.T.	A.C.T.	Total.
Number of Councils. .	10	9	12	6	10	5	1	1	54
Number of Unions and Branch Unions affiliated ..	255	275	128	127	369	109	4	20	1,287

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

A Central Labour Organization now called the Australian Council of Trade Unions, came into being during 1927. The Council was created to function on behalf of the trade unions of Australia, and was founded at an All-Australian Trade Union Congress held in Melbourne in May, 1927. The Australian Council of Trade Unions consists of affiliated unions and affiliated Metropolitan and/or State Labour Councils and Provincial Councils. The Metropolitan or State Labour Council in each State is the State Branch of the Australian Council of Trade Unions and has the right to appoint two representatives to act on the Executive of the Council. In addition to the representatives from the Metropolitan or State Labour Councils, the Executive consists of four officers—the President, two Vice-Presidents and a Secretary—who are elected by and from the Australian Congress of Trade Unions.

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

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

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

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

§ 2. International Labour Organization.

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

In 1940, in order to ensure that the I.L.O. should be able to continue to function freely, a working centre was established at Montreal. In 1946 the Organization became the first of the specialized agencies of the United Nations. Under the terms of agreement, the United Nations recognizes the I.L.O. as a specialized agency having responsibility in the field defined by its constitution, which embraces labour conditions, industrial relations, employment organization, social security and other aspects of social policy. The Organization has three basic parts. These are the International Labour Conference, its highest authority, which, as a rule, meets annually ; the Governing Body, its executive council, which usually meets four times each year ; and the International Labour Office, which provides the secretariat of the Organization. The Conference is composed of delegations from the Member States of the Organization. At present there are 69 Member States, each of which is entitled to be represented by two Government delegates and one delegate each representing employers and workers, together with their advisers. In accordance with amendments adopted at the 36th Session of the International Labour Conference, the Governing Body, as from the elections held in Geneva in 1954, has consisted of the representatives of twenty governments, and ten employers' and ten workers' representatives. Particulars are given in the *Labour Report* of the proceedings of International Labour Conferences up to the 37th Session, held in Geneva in June, 1954.

H. COMPARATIVE INDEX NUMBERS.

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

COMPARATIVE INDEX NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

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

Period.	Retail Price Index Numbers.						Nominal Wages, Adult Males.	Real Wages. (c)
	Food and Grocer- ies.	Housing (4 and 5 Rooms). (b)	Food, Housing (4 and 5 Rooms) (" B " Series).	Cloth- ing.	Miscel- laneous.	Total " C " Series Index.		
Year—								
1911	1,000	1,000	1,000	(d)1,000	(d)1,000	(d)1,000	1,000	1,000
1914	1,144	1,082	1,121	1,140	1,140	1,140	1,081	948
1921	1,902	1,410	1,717	1,883	1,537	1,680	1,826	1,087
1928	1,761	1,743	1,755	1,507	1,537	1,675	1,963	1,172
1932	1,425	1,336	1,390	1,215	1,458	1,377	1,639	1,190
1938	1,584	1,540	1,568	1,253	1,463	1,488	1,709	1,209
1939	1,657	1,577	1,626	1,271	1,465	1,526	1,846	1,210
1946	1,852	1,596	1,648	2,276	1,776	1,900	2,400	1,263
1947	1,967	1,597	1,816	2,367	1,825	1,971	2,598	1,318
1948	2,245	1,601	1,982	2,637	1,913	2,148	2,914	1,357
1949	2,492	1,605	2,128	3,019	2,037	2,349	3,210	1,307
1950	2,800	1,613	2,313	3,455	2,184	2,589	3,506	1,389
1951	3,649	1,649	2,827	4,156	2,555	3,124	4,495	1,439
1952	4,516	1,728	3,370	4,657	2,980	3,645	5,241	1,438
1953	4,723	1,861	3,546	4,872	3,126	3,820	5,539	1,450
Quarter—								
1953—								
March	4,599	1,835	3,463	4,838	3,118	3,763	5,443	1,446
June	4,658	1,857	3,506	4,906	3,122	3,805	5,512	1,449
September ..	4,804	1,870	3,597	4,880	3,127	3,851	5,591	1,452
December ..	4,831	1,882	3,618	4,863	3,136	3,861	5,611	1,453

(a) The index numbers given in the separate columns of the table cannot be compared with each other in order to show, for example, the relative cost of housing and food and groceries, since the cost in 1911 in each group or combination of groups is made equal to 1,000. (b) See footnote (b) on page 253.

(c) Index of nominal weekly wage rates for adult males divided by "C" Series Retail Prices Index number. (d) Taken back from true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of all Houses).