

## CHAPTER VI.

### LABOUR, WAGES AND PRICES.

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

#### A. RETAIL PRICES AND PRICE INDEXES.

##### § 1. General.

The information on retail prices and price indexes presented in this chapter is extracted from the annual *Labour Report* 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. 43, 1954.

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

Retail prices of a more extensive range of commodities (including clothing) and certain services in common demand have been ascertained at frequent and regular intervals since 1923 for each of the six capital cities and for 27 of the more important towns of Australia. Comparable information is available for the month of November in each year from 1914 to 1922 for each of the six capital cities. The list of items priced for index purposes was published in *Labour Report* No. 41, 1952.

##### § 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 the December Quarter, 1953. "Court" Index numbers were an arithmetical conversion of the "C" Series Index.

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

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

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

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

There supervened in the next two years conditions which caused wide price dispersion, a very rapid rise in prices and a new sequence of changes in consumption and the pattern of wage earner expenditure. Under these conditions it was not possible to devise any new weighting pattern for the years 1949-50, 1950-51 and 1951-52 likely to be better suited to the index or more continuously representative of conditions then current than was the existing "C" Series Index on the 1936 revision. Conference of Statisticians therefore deferred revision of the weighing 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 indexes relate only to each capital city and to the six capital cities combined.
- (d) That attention be drawn again to the statement already published that the "C" Series Retail Price Index cannot measure changes in relative retail price levels as between capital cities consistently with its main purpose of measuring periodic changes in retail price levels for each city.
- (e) That the problem of measuring comparative retail price levels as between cities at any point of time differs in principle from the problem of measuring periodic variations in price level in an individual city".

The Interim Retail Price Index (1952-53 base year) is used as the current retail price index in statistical publications of the Commonwealth Statistician for general statistical purposes. It relates only to six capital cities of Australia because it is not practicable with existing staff resources to collect price data for the greatly enlarged list of items for 28 other cities and towns. These 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 was shown in Appendix III. of the *Statistical Bulletin* of 24th March, 1954, and on pages 10-13 of *Labour Report* No. 43, 1954. The changes in structure of each group of items as adopted for the Interim Retail Price Index are summarized on the following page.

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

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

(iii) *Rent Group*.—Only minor changes have been made in the Rent Group. Available data indicate (a) that, in general, very few new houses have been built by private owners for renting in the post-war years; (b) that in some cities considerable numbers of new government houses have been built for renting or occupancy on a quasi-rental basis; and (c) that there has been a substantial increase in the numbers of owner-occupied houses, including new instalment-purchase or quasi-instalment-purchase houses under governmental and private housing schemes. In recent years the difficulty of obtaining data suitable for the housing component of a price index has therefore intensified. The 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 1954-55 and for each quarter from September Quarter, 1952 to December Quarter, 1955 the Interim Index for the six capital cities combined, with the year 1952-53 as base = 100, in comparison with the "C" Series Index arithmetically converted to the same base:—

Period.	Six Capital Cities: Weighted Average. (Base: Year 1952-53 = 100.)	
	"C" Series Index.	Interim Index.
Year ended June—		
1951 .. .. .	74.8	74.9
1952 .. .. .	91.7	91.4
1953 .. .. .	100.0	100.0
1954 .. .. .	102.8	102.5
1955 .. .. .	103.7	103.6
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
1955—March .. .. .	103.9	103.8
June .. .. .	105.0	104.7
September .. .. .	106.6	105.7
December .. .. .	107.7	107.0

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.

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

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

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

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

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

(ii) *Quarterly*. Statements are issued about three weeks after the end of each quarter relating to the Interim and the "C" Series Retail Price Indexes respectively for that quarter and immediately preceding quarters. The *Quarterly Summary of Australian Statistics* contains annual, 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 latest available quarter.

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

2. The "C" Series Retail Price Index.—A table of "C" Series index numbers for the weighted average of the six capital cities combined together with index numbers for each of the four main groups of items in the "C" Series Index for each year from 1914 to 1955 is shown on page 151. 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 1955, and for each quarter during the period September Quarter, 1952 to December Quarter, 1955, for the weighted average of the six capital cities combined, together with separate indexes for each of the four groups of items (*see* table below);

(ii) the Interim Retail Price index numbers for each of the years ended June, from 1951 to 1955, and for each quarter during the period December Quarter, 1954 to December Quarter, 1955, for each capital city and for the six capital cities combined, together with separate indexes for each of the four groups of items (page 149).

#### 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
1955 .. .. .	104.6	102.4	109.6	101.4	103.6
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
1955—March .. .. .	105.3	102.4	109.7	101.2	103.8
June .. .. .	106.4	103.3	110.5	101.9	104.7
September .. .. .	108.2	103.3	111.4	102.8	105.7
December .. .. .	109.0	103.4	112.0	106.2	107.0

(a) See note (b) on page 149.

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, 1951.	Year ended June, 1952.	Year ended June, 1953.	Year ended June, 1954.	Year ended June, 1955.	1954.		1955.		
						Dec. Qtr.	Mar. Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.
GROUP I.—FOOD.										
Sydney ..	66.1	89.9	100.0	102.4	103.6	102.8	104.6	105.1	106.5	107.2
Melbourne ..	69.2	89.1	100.0	104.6	104.3	103.4	104.8	106.2	110.1	111.5
Brisbane ..	69.2	90.1	100.0	104.1	104.2	103.3	105.2	106.0	106.8	105.6
Adelaide ..	69.2	90.5	100.0	103.5	106.2	104.9	106.5	108.2	109.2	109.7
Perth ..	69.3	87.0	100.0	106.3	109.5	108.0	109.0	111.2	109.6	109.8
Hobart ..	66.4	86.8	100.0	107.7	106.8	105.0	107.3	108.7	110.5	113.4
Six Capitals(a)	67.9	89.4	100.0	103.7	104.6	103.7	105.3	106.4	108.2	109.0

GROUP II.—CLOTHING AND DRAPERY.										
Sydney ..	78.6	93.6	100.0	101.7	102.3	102.6	102.2	102.8	103.0	103.1
Melbourne ..	77.6	93.4	100.0	101.3	102.2	101.9	102.2	103.6	103.8	103.9
Brisbane ..	78.7	94.6	100.0	101.7	102.9	102.8	102.8	103.8	103.5	103.2
Adelaide ..	77.0	93.9	100.0	102.2	102.9	102.7	103.1	103.9	102.8	103.3
Perth ..	78.8	95.5	100.0	100.9	101.6	101.5	101.7	102.7	102.7	103.1
Hobart ..	78.9	94.7	100.0	102.6	103.1	103.0	103.3	103.7	103.9	104.4
Six Capitals(a)	78.1	93.8	100.0	101.6	102.4	102.3	102.4	103.3	103.3	103.4

GROUP III.—RENT(b) (4 AND 5 ROOMED HOUSES).										
Sydney ..	86.6	87.7	100.0	107.7	109.5	109.5	109.6	109.7	110.6	111.1
Melbourne ..	99.4	99.6	100.0	100.8	102.3	101.8	102.3	102.3	102.7	102.9
Brisbane ..	93.7	97.7	100.0	102.9	105.2	105.1	105.5	105.7	106.4	106.4
Adelaide ..	82.8	86.0	100.0	102.7	105.6	104.5	105.0	109.3	112.1	113.6
Perth ..	82.1	94.4	100.0	110.8	149.6	148.3	149.5	153.1	154.9	157.0
Hobart ..	85.1	91.4	100.0	108.8	109.4	109.5	109.5	109.5	109.5	110.3
Six Capitals(a)	90.3	92.6	100.0	105.0	109.6	109.3	109.7	110.5	111.4	112.0

GROUP IV.—OTHER ITEMS.(c)										
Sydney ..	78.3	93.6	100.0	100.5	100.9	101.0	100.6	100.9	101.5	103.2
Melbourne ..	73.5	88.7	100.0	100.9	101.3	100.9	101.3	101.8	102.9	110.1
Brisbane ..	78.5	92.7	100.0	103.0	104.5	104.3	104.8	104.9	106.0	109.6
Adelaide ..	76.9	90.2	100.0	99.3	99.9	99.3	99.4	101.7	102.7	102.7
Perth ..	74.6	89.6	100.0	100.8	101.9	101.4	101.6	103.3	104.5	105.1
Hobart ..	72.7	89.0	100.0	108.2	105.1	105.0	105.0	105.5	108.9	109.0
Six Capitals(a)	76.3	91.3	100.0	100.9	101.4	101.2	101.2	101.9	102.8	106.2

ALL GROUPS.

Sydney ..	74.6	91.7	100.0	102.2	103.1	102.9	103.4	103.8	104.6	105.4
Melbourne ..	75.2	91.0	100.0	102.4	102.7	102.2	102.9	104.0	105.8	108.3
Brisbane ..	76.4	92.7	100.0	103.0	104.0	103.6	104.5	105.1	105.6	106.0
Adelaide ..	74.7	90.9	100.0	102.0	103.6	102.8	103.5	105.4	106.0	106.4
Perth ..	74.5	90.7	100.0	103.9	109.6	108.7	109.3	111.2	111.1	111.6
Hobart ..	73.1	89.9	100.0	106.6	105.6	104.9	105.8	106.6	108.2	109.6
Six Capitals(a)	74.9	91.4	100.0	102.5	103.6	103.2	103.8	104.7	105.7	107.0

(a) Weighted average. (b) Rent.—The rent index numbers shown in the tables in this chapter 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) 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: 1914-1955.

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

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

#### "C" SERIES RETAIL PRICE INDEX NUMBERS.

##### WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

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

1914, November	.. .. .	687	(Beginning of 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	
1955, December Quarter	.. .. .	2,435	

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 that for the March Quarter, 1943, the index number at the close of the war was practically unchanged.

Immediately after the outbreak of the war, price control was established by the Government under Regulations dated 28th September, 1939, and a national policy of price stabilization was applied as from 12th April, 1943, backed by more stringent price control and price subsidies. The retail price level, as measured by the index, remained relatively steady throughout 1944 and 1945 at the level of March, 1943. This stabilized level was approximately 23 per cent. above that of 1939 and 63 per cent. above the level prevailing at the beginning of the 1914-18 War. After 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. From December Quarter, 1954 to December Quarter, 1955, it increased by 4 per cent.

3. "C" Series Retail Price Index, Six Capital Cities, 1914 to 1955.—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	881	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 .. .. .	998	1,008	991	992	997
1926 .. .. .	1,023	1,026	986	998	1,011
1927 .. .. .	1,000	1,030	975	1,008	1,002
1928 .. .. .	985	1,066	997	1,010	1,009
1929 .. .. .	1,044	1,073	996	1,007	1,033
1930 .. .. .	941	1,047	951	999	975
1931 .. .. .	826	901	853	973	873
1932 .. .. .	796	817	804	958	830
1933 .. .. .	751	804	787	950	804
1934 .. .. .	783	810	785	944	817
1935 .. .. .	806	839	783	946	832
1936 .. .. .	825	879	792	947	850
1937 .. .. .	851	912	811	960	873
1938 .. .. .	886	942	829	961	897
1939 .. .. .	927	965	841	962	920
1940 .. .. .	939	973	956	998	957
1941 .. .. .	947	976	1,118	1,060	1,008
1942 .. .. .	1,031	976	1,308	1,112	1,091
1943 .. .. .	1,037	975	1,440	1,160	1,131
1944 .. .. .	1,026	976	1,435	1,165	1,126
1945 .. .. .	1,034	975	1,425	1,161	1,126
1946 .. .. .	1,036	976	1,505	1,167	1,145
1947 .. .. .	1,100	977	1,566	1,199	1,188
1948 .. .. .	1,256	979	1,744	1,257	1,295
1949 .. .. .	1,394	982	1,997	1,338	1,415
1950 .. .. .	1,566	987	2,286	1,435	1,560
1951 .. .. .	2,041	1,009	2,749	1,679	1,883
1952 .. .. .	2,526	1,057	3,096	1,958	2,196
1953 .. .. .	2,641	1,138	3,223	2,053	2,302
1954 .. .. .	2,671	1,192	3,218	2,062	2,326
1955 .. .. .	2,811	1,226	3,237	2,081	2,393
1955—March Quarter ..	2,730	1,213	3,218	2,046	2,349
June .. .. .	2,770	1,222	3,240	2,070	2,375
September .. .. .	2,854	1,232	3,243	2,081	2,411
December .. .. .	2,891	1,238	3,248	2,128	2,435

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

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

## § 6. International Comparisons.

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

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

Period.	Australia.	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	116	130	125
1945— " .. ..	123	131	119	118	133	127
1946— " .. ..	125	131	123	119	135	138
1947— " .. ..	130	(b) 102	134	122	141	158
1948— " .. ..	141	108	154	132	149	170
1949— " .. ..	154	111	160	(c) 134	154	168
1950— " .. ..	170	114	165	142	160	171
1951— " .. ..	206	124	183	157	172	185
1952— " .. ..	240	136	186	170	187	189
1953— " .. ..	251	140	184	177	194	190
1954— " .. ..	254	143	185	186	197	191
1955— " .. ..	261	149	185	190	204	191
1955—March Quarter ..	256	146	185	189	202	190
June " .. ..	259	148	185	190	203	190
Sept. " .. ..	263	150	185	191	204	191
Dec. " .. ..	266	153	186	191	205	191

(a) Food, Rent and Miscellaneous Expenditure. (b) New series (Base: 17th June, 1947 = 100), commencing from September Quarter, 1947. (c) 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 154.

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 on page 154.

2. **Commodities and Grouping.**—For purposes of this index “basic” materials (as opposed to certain of the foodstuffs) are commodities in the primary or basic forms in which they first enter into productive processes carried out in Australia. The list of items 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 total aggregate in 1950 contributed by each group is shown in the following table:—

Group.	Percentage of Total Aggregate, 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
<b>All Groups .. .. .</b>	<b>31.78</b>	<b>68.22</b>	<b>100.00</b>

A full list of the commodities, showing the quantity-multipliers (weights) for each commodity and the percentage of the total aggregate in 1950 contributed by each commodity and group, was set out on page 395 of Official Year Book No. 39.

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

The Bureau is currently developing a plan designed to provide a series of special purpose indexes within an extended field.

4. **Index Numbers.**—Index numbers for each group of commodities and for all groups combined for the index of wholesale prices of basic materials and foodstuffs are given in the following table. Current index numbers, on the base: Average of three years ended June, 1939 = 100, are published in the *Monthly Review of Business Statistics*, and a table showing index numbers computed to the base 1928 = 100 will be found in the *Labour Report*. A graph showing wholesale price index numbers for the period 1911 to 1955 appears on page 173.

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

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

Period.	Basic Materials.						Food-stuffs and Tobacco.	Basic Materials and Foodstuffs.			
	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.		Total.	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	119	69	95	98	80	97	87	90
1933-34	103	84	102	111	80	94	92	84	89	89	90
1934-35	97	90	78	102	77	93	89	87	92	89	90
1935-36	92	95	100	99	88	93	90	92	95	92	93
1936-37	96	99	118	99	111	99	99	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	138	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	184	434	187	143	225	214	198	223	198	205
1950-51	256	196	641	242	292	268	264	232	256	242	246
1951-52	343	220	577	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
1954-55	391	214	510	314	246	372	330	311	277	338	320
1955—											
Jan. . .	394	215	501	315	237	365	329	305	279	331	316
Feb. . .	395	215	505	315	257	373	332	313	281	338	322
Mar. . .	396	214	507	315	264	381	334	319	282	344	326
Apr. . .	397	214	496	315	271	387	335	314	283	341	324
May . . .	396	214	497	315	294	389	337	318	283	344	326
June . . .	396	214	485	315	306	398	338	324	287	348	330
July . . .	397	214	486	315	307	398	338	331	281	357	334
Aug. . .	397	215	452	315	323	398	337	329	282	354	333
Sept. . .	405	215	441	315	333	398	340	329	290	352	334
Oct. . .	405	215	441	315	336	398	340	325	289	350	332
Nov. . .	404	216	437	317	347	407	342	331	291	355	336
Dec. . .	404	216	447	317	342	407	342	326	291	352	334

(a) Represents only such imported commodities as are included in the Wholesale Price Index and does not measure changes in the price of all imports.

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

## § 3. Melbourne Wholesale Price Index.

1. General.—An index of Melbourne wholesale prices was first computed in 1912. It relates chiefly to basic materials and foods weighted in accordance with consumption in the years immediately preceding that date. Neither the component items of the list of items nor the weighting have been varied, except as indicated in footnote (a) to the following table. Consequently, the index is outmoded for current use but it has some historical significance as a measure of changes in the prices of its component items combined in the proportions in which they were in common use about the year 1910. It is used mainly as an approximate indication of long-term trends since the year 1861, for which it was first compiled. It is now published only on an annual basis and consideration is at present being given to the form of its future publication. A description of the index and a list of the commodities included in it were published in *Labour Report* No. 38, 1949, pp. 43-35.

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

**MELBOURNE WHOLESALE PRICE INDEX NUMBERS.**

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

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

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

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

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

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

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

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

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

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

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

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

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

## D. WAGES.

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

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

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

This Act defines an “industrial dispute” as “a 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”.

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

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

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

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

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

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

When an industrial dispute occurs or is likely to occur, a Commissioner shall take steps for the prompt prevention or settlement of that dispute by conciliation or, if in his opinion conciliation is unlikely to succeed or has failed, by arbitration. A Commissioner may arrange with the Senior Commissioner for a Conciliator to assist the parties to reach an

amicable agreement. If an agreement is reached, a memorandum of its terms shall be made in writing, and may be certified by a Commissioner. A certified memorandum shall have the same effect as an award.

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

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

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

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

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

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

A further amendment to the Conciliation and Arbitration Act, No. 103 of 1956 (assented to on 15th November, 1956), altered the definition of an industrial dispute to read as follows :—

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

The amendment also empowered the Commonwealth Conciliation and Arbitration Commission to deal with disputes and industrial matters, interstate or intra-state, associated with undertakings or projects of the Commonwealth Government which have been declared by the Minister to be Commonwealth projects for the purposes of this Act. In effect, this placed employees of Commonwealth projects, so declared, under the jurisdiction of the Commonwealth Conciliation and Arbitration Commission, whereas formerly some employees on the projects may have been working under conditions prescribed by other Industrial Tribunals. The Minister has the power to exempt certain persons or classes of persons working on the project from the jurisdiction of the Commonwealth Conciliation and Arbitration Commission.

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

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

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

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

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

3. *States*.—In each State, Industrial Tribunals have been established to regulate and arbitrate in industrial matters. The chief of these are the Industrial Commission of New South Wales, the Industrial Courts of Queensland and South Australia, and the Western Australian Court of Arbitration, together with Wages Boards for specific industries or occupations which operate in Victoria, South Australia and Tasmania. Further details concerning the functions and powers of these authorities may be found in *Labour Report* No. 43.

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

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

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

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

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

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

**WEEKLY WAGE RATES : ADULT MALES.**

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

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

**RATES OF WAGE.**

	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
" " 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
" " 1954.. ..	298 4	284 3	278 7	282 2	293 3	299 2	290 0
" " 1955.. ..	310 1	296 7	284 11	284 9	304 9	302 7	300 0
" " 1956.. ..	329 7	310 11	303 10	295 2	316 11	318 6	316 5

**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
" " 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
" " 1954.. ..	5,820	5,547	5,435	5,506	5,722	5,837	5,658
" " 1955.. ..	6,051	5,787	5,559	5,555	5,946	5,905	5,853
" " 1956.. ..	6,431	6,066	5,928	5,759	6,184	6,214	6,173

(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, 1956.

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

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

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

Industrial Group.	31st Dec., 1939.	31st Dec., 1952.	31st Dec., 1953.	31st Dec., 1954.	31st Dec., 1955.	31st Dec., 1956.
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**RATES OF WAGE.**

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
I. Wood, Furniture, etc. .. ..	100 1	270 2	276 11	281 11	295 11	309 4
II. Engineering, etc. .. ..	99 3	267 10	274 2	284 1	288 8	303 5
III. Food, Drink, etc. .. ..	96 9	271 5	279 5	280 9	290 4	307 3
IV. Clothing, Textiles, etc. ..	93 2	273 6	278 10	278 10	283 4	294 2
V. Books, Printing, etc. .. ..	114 3	305 5	313 11	324 11	332 2	348 9
VI. Other Manufacturing .. ..	95 8	270 2	276 10	279 7	288 9	304 1
VII. Building .. ..	106 5	293 11	301 3	307 6	323 1	340 0
VIII. Mining, etc. .. ..	109 1	281 8	288 2	288 0	300 4	313 9
IX. Railways, etc. .. ..	96 6	269 4	278 3	289 9	301 11	322 1
X. Air and Other Land Transport	92 10	263 11	270 3	273 3	281 3	298 3
XI. Shipping, etc.(b) .. ..	98 6	303 1	308 9	308 9	310 0	324 9
XII. Agricultural, etc.(b) .. ..	84 0	300 11	319 8	319 7	326 8	(c)
XIII. Domestic, etc.(b) .. ..	89 11	255 8	262 5	263 0	273 6	287 7
XIV. Miscellaneous .. ..	92 10	262 10	270 1	270 5	282 10	300 1
All Industrial Groups .. ..	95 3	278 2	287 7	290 0	300 0	316 5

For notes see next page.

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

Industrial Group.	31st Dec., 1939.	31st Dec., 1952.	31st Dec., 1953.	31st Dec., 1954.	31st Dec., 1955.	31st Dec., 1956.
INDEX NUMBERS.						
(Base : Weighted Average Wage for All Groups in 1911 (51s. 3d.) = 1,000.)						
I. Wood, Furniture, etc. .. .. .	1,953	5,272	5,403	5,501	5,774	6,036
II. Engineering, etc. .. .. .	1,936	5,226	5,349	5,542	5,632	5,921
III. Food, Drink, etc. .. .. .	1,888	5,296	5,452	5,478	5,665	5,995
IV. Clothing, Textiles, etc. .. .	1,817	5,337	5,441	5,441	5,529	5,740
V. Books, Printing, etc. .. .. .	2,229	5,959	6,124	6,340	6,481	6,805
VI. Other Manufacturing .. .. .	1,867	5,272	5,401	5,455	5,635	5,933
VII. Building .. .. .	2,076	5,735	5,878	6,000	6,305	6,634
VIII. Mining, etc. .. .. .	2,142	5,495	5,622	5,620	5,861	6,121
IX. Railways, etc. .. .. .	1,884	5,256	5,429	5,654	5,891	6,284
X. Air and Other Land Transport ..	1,812	5,150	5,274	5,332	5,488	5,820
XI. Shipping, etc.(b) .. .. .	1,922	5,914	6,025	6,025	6,049	6,337
XII. Agricultural, etc.(b) .. .. .	1,639	5,871	6,237	6,236	6,374	(c)
XIII. Domestic, etc.(b) .. .. .	1,755	4,989	5,121	5,132	5,337	5,611
XIV. Miscellaneous .. .. .	1,811	5,128	5,269	5,276	5,519	5,855
All Industrial Groups .. .. .	1,858	5,428	5,611	5,658	5,853	6,173

(a) See note (a) to table on page 159. (b) Includes the value of keep, where supplied. (c) Not available.

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

## WEEKLY WAGE RATES : ADULT FEMALES.

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

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

## RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939 .. .. .	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1952 .. .. .	193 11	196 2	184 4	195 8	186 0	191 2	193 5
" " 1953 .. .. .	198 5	200 10	188 7	199 6	190 5	196 4	197 11
" " 1954 .. .. .	198 9	200 2	190 0	199 5	190 5	196 7	197 11
" " 1955 .. .. .	205 3	206 9	192 10	199 11	193 7	197 11	203 4
" " 1956 .. .. .	216 10	216 2	201 3	207 5	201 8	207 10	213 2

## INDEX NUMBERS.

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

31st December, 1939 .. .. .	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 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
" " 1954 .. .. .	7,314	7,367	6,994	7,339	7,007	7,236	7,285
" " 1955 .. .. .	7,554	7,608	7,098	7,358	7,125	7,284	7,483
" " 1956 .. .. .	7,981	7,955	7,406	7,635	7,423	7,649	7,846

(a) See note (a) to table on page 159.

(b) As at 31st December, 1956.

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

(v) *Adult Females—Industrial Groups.* The following table shows 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, AUSTRALIA.**  
WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK  
(EXCLUDING OVERTIME) AND INDEX NUMBERS OF WAGE RATES IN EACH INDUSTRIAL GROUP.(a)

Date.	Industrial Group.					
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(b)	XIV. Miscel- laneous.	All Groups.

RATES OF WAGE.

	<i>s. d.</i>					
31st December, 1939 .. ..	48 9	50 9	51 11	54 5	56 8	52 8
" " 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
" " 1954 .. ..	191 2	196 6	201 8	188 11	209 11	197 11
" " 1955 .. ..	198 7	197 6	205 6	195 1	225 1	203 4
" " 1956 .. ..	210 9	205 2	215 8	205 11	238 8	213 2

INDEX NUMBERS.

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

31st December, 1939 .. ..	1,795	1,869	1,910	2,003	2,085	1,938
" " 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
" " 1954 .. ..	7,036	7,232	7,422	6,951	7,725	7,285
" " 1955 .. ..	7,308	7,268	7,563	7,180	8,285	7,483
" " 1956 .. ..	7,757	7,551	7,936	7,580	8,782	7,846

(a) See note (a) to table on page 159.

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

3. **Hourly Wage Rates.**—(i) *General.* The average rates of wage in the preceding tables are based on the minimum rates prescribed for selected occupations in awards, etc., for a full week's work, excluding overtime. The number of hours constituting a full week's work differs, however, in some instances between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some purposes a better comparison, the results in the preceding paragraphs 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.). These groups are excluded because for earlier years the hours of labour for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours and hourly rates of wage are not available.

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

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

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

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
RATES OF WAGE.							
	<i>s. d.</i>						
31st December, 1939 ..	2 3½	2 1½	2 3½	1 11½	2 4	2 0	2 2½
" " 1952 ..	6 11½	6 8½	6 4½	6 7½	7 0½	6 8½	6 9½
" " 1953 ..	7 1½	6 11½	6 6½	6 8½	7 3	7 0½	6 11½
" " 1954 ..	7 2½	7 0	6 8½	6 10½	7 3½	7 1½	7 0½
" " 1955 ..	7 6½	7 3½	6 10½	6 11½	7 7½	7 2½	7 3½
" " 1956 ..	8 0	7 8	7 4	7 2½	7 11½	7 7½	7 8½

## INDEX NUMBERS.

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

31st December, 1939 ..	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 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
" " 1954 ..	6,175	6,015	5,756	5,888	6,262	6,112	6,054
" " 1955 ..	6,463	6,284	5,910	5,961	6,553	6,207	6,294
" " 1956 ..	6,869	6,588	6,303	6,181	6,815	6,532	6,639

(a) Weighted average hourly rates of wage for all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). See para. 3 (i) on previous page. See also note (a) to table on page 159.

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

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

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>						
31st December, 1939 ..	1 2½	1 2	1 3	1 1	1 2½	1 1½	1 2½
" " 1952 ..	4 10½	4 10½	4 7½	4 10½	4 7½	4 9½	4 10
" " 1953 ..	4 11½	5 0½	4 8½	4 11½	4 9	4 11	4 11½
" " 1954 ..	4 11½	5 0	4 9	4 11½	4 9	4 11	4 11½
" " 1955 ..	5 1½	5 2	4 9½	5 0	4 10	4 11½	5 1
" " 1956 ..	5 5	5 4½	5 0½	5 2½	5 0½	5 2½	5 4

## INDEX NUMBERS.

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

31st December, 1939 ..	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 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
" " 1954 ..	8,979	9,044	8,586	9,009	8,601	8,883	8,943
" " 1955 ..	9,273	9,339	8,714	9,033	8,745	8,941	9,187
" " 1956 ..	9,797	9,765	9,090	9,373	9,111	9,390	9,630

(a) See note (a) to table on page 159.

4. *Weekly Hours of Labour.*—(i) *General.* The number of hours constituting a full week's work (excluding overtime) differs in some instances between various trades and occupations in each State and between the same trades and occupations in the several States.

The particulars of weekly hours of labour given in the following tables relate to all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). These groups are excluded because for earlier years the hours of labour for some of the occupations included were not regulated either by awards or determinations of industrial tribunals or by legislation. As a result, the necessary particulars for the computation of average working hours for these groups are not available.

(ii) *Adult Males—States.* The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1939 and 1956, together with the corresponding index numbers.

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

**WEEKLY HOURS OF LABOUR (EXCLUDING OVERTIME)(a) : ADULT MALES.**  
WEIGHTED AVERAGE NOMINAL HOURS OF LABOUR (EXCLUDING OVERTIME) WORKED DURING A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF LABOUR.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939 ..	43.92	44.61	43.46	45.83	44.33	45.33	44.29
„ „ 1956 ..	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
„ „ 1956 ..	817	817	817	817	807	817	816

(a) Weighted average working hours per week for all industrial groups except Groups XI. (Shipping, etc.) and XII. (Pastoral, Agricultural, etc.). See para. 3 (i) on page 161. See also note (a) to table on page 159.

(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 1956, together with the corresponding index numbers.

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

**WEEKLY HOURS OF LABOUR (EXCLUDING OVERTIME)(a) : ADULT FEMALES.**  
WEIGHTED AVERAGE NOMINAL HOURS OF LABOUR (EXCLUDING OVERTIME) WORKED DURING A FULL WORKING WEEK AND INDEX NUMBERS OF HOURS OF LABOUR.

Date.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.
WEEKLY HOURS OF LABOUR.							
31st December, 1939 ..	43.88	44.42	44.01	45.96	45.38	45.10	44.36
„ „ 1956 ..	40.00	40.00	40.00	40.00	40.00	40.00	40.00
INDEX NUMBERS.							
(Base : Weighted Average for Australia (49.08), 30th April, 1914 = 1,000).							
31st December, 1939 ..	894	905	897	936	925	919	904
„ „ 1956 ..	814	814	814	814	814	814	814

(a) See note (a) to table on page 159

5. *Nominal and Effective Wage Rates.*—(i) *General.* Index numbers of wage rates are said to be *nominal* when they represent changes in the wage rates themselves but are described as *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.

Prior to 1936 it was the practice of this Bureau to compute effective wage rate index numbers by dividing the nominal wage rate index numbers by the corresponding retail price index numbers for food, groceries and rent of all houses ("A" series). While wage rates were generally varied on the basis of the "A" series index numbers there was a good deal to be said for this procedure. When the Commonwealth Court 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.

A graph showing nominal and real wage rate index numbers for the period 1911 to 1955 appears on page 173.

(ii) *Nominal Weekly Wage Rate Index Numbers.* The following table shows, for the period 1911 to 1956, index numbers of the weighted average nominal weekly rates of wage payable for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index numbers for 1911 are based on rates current at the end of December, 1911, annual averages not being available. For 1914 and subsequent years, however, the index numbers are based on the average of the rates operative at the end of each of the four quarters.

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

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1951.	1953.	1954.	1955.	1956.
N.S. Wales ..	1,003	1,093	1,862	2,012	1,851	1,874	2,024	4,588	5,699	5,797	5,942	6,252
Victoria ..	985	1,062	1,803	1,964	1,683	1,808	1,984	4,458	5,451	5,523	5,699	5,991
Queensland ..	997	1,035	1,879	1,976	1,769	1,885	1,981	4,377	5,280	5,419	5,508	5,765
South Australia ..	1,013	1,061	1,697	1,891	1,580	1,725	1,897	4,376	5,384	5,456	5,548	5,708
W. Australia ..	1,152	1,223	1,832	1,960	1,745	1,956	2,106	4,557	5,647	5,711	5,869	6,075
Tasmania ..	799	1,027	1,745	1,840	1,625	1,738	1,895	4,441	5,718	5,805	5,899	6,152
Australia ..	1,000	1,081	1,826	1,972	1,752	1,846	1,997	4,495	5,539	5,632	5,773	6,048

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

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

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

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

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

State.	1911.	1914.	1921.	1929.	1931.	1939.	1941.	1951.	1952.	1953.	1954.	1955.
N.S. Wales ..	..	925	1,073	1,130	1,210	1,207	1,187	1,430	1,428	1,450	1,467	1,469
Victoria ..	..	954	1,084	1,164	1,200	1,180	1,187	1,429	1,432	1,438	1,455	1,453
Queensland ..	..	1,022	1,227	1,290	1,336	1,306	1,240	1,498	1,494	1,490	1,506	1,501
South Australia ..	..	914	1,034	1,099	1,137	1,147	1,158	1,439	1,430	1,445	1,444	1,421
W. Australia ..	..	1,043	1,096	1,152	1,189	1,308	1,279	1,477	1,479	1,483	1,400	1,385
Tasmania ..	..	902	984	1,108	1,120	1,153	1,142	1,438	1,432	1,436	1,454	1,447
Australia ..	1,000	948	1,087	1,151	1,210	1,211	1,194	1,439	1,438	1,450	1,459	1,454

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

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 75 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. Corresponding figures for each quarter are published in the *Monthly Review of Business Statistics* and the *Quarterly Summary of Australian Statistics*.

## AVERAGE WEEKLY TOTAL WAGES PAID AND AVERAGE EARNINGS.

Year.	N.S.W. (a)	Vic.	Q'land.	S. Aust. (b)	W. Aust.	Tas.	Aust.
AVERAGE WEEKLY TOTAL WAGES PAID. (£'000.)							
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
1954-55 .. ..	17,357	12,221	5,398	3,839	2,731	1,365	42,911
1955-56 .. ..	18,955	13,358	5,809	4,195	2,897	1,476	46,690
AVERAGE WEEKLY EARNINGS PER EMPLOYED MALE UNIT.(c) (£.)							
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
1954-55 .. ..	16.96	17.06	14.51	16.09	15.55	15.60	16.42
1955-56 .. ..	18.16	18.22	15.34	17.10	16.37	16.66	17.51

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

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

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

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

SEASONALLY ADJUSTED.

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

Year.	All Industries.(b)	Manufacturing.(c)	Quarter.	All Industries.(b)	Manufacturing.(c)
1945-46 .. ..	1,000	1,000	1954—March Qtr.	2,491	2,552
1946-47 .. ..	1,037	1,056	June .. ..	2,477	2,534
1947-48 .. ..	1,164	1,206	Sept. .. ..	2,522	2,635
1948-49 .. ..	1,322	1,365	Dec. .. ..	2,524	2,614
1949-50 .. ..	1,451	1,505	1955—March .. ..	2,589	2,732
			June .. ..	2,652	2,758
1950-51 .. ..	1,742	1,810	Sept. .. ..	2,689	2,806
1951-52 .. ..	2,145	2,213	Dec. .. ..	2,731	2,849
1952-53 .. ..	2,350	2,394	1956—March .. ..	2,749	2,859
1953-54 .. ..	2,462	2,511	June .. ..	2,801	2,897
1954-55 .. ..	2,572	2,685	Sept. .. ..	2,863	2,968
1955-56 .. ..	2,743	2,853	Dec. .. ..	2,903	2,996

(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. (c) Average earnings of male wage and salary earners in factories.

#### § 4. Basic Wages in Australia.

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

Under the Commonwealth Conciliation and Arbitration Act, as amended in June, 1956 (see page 156), the Commonwealth Conciliation and Arbitration Commission (previously the Commonwealth Court of Conciliation and Arbitration) may, for the purpose of preventing or settling an industrial dispute extending beyond the limits of any State, make an order or award “altering the basic wage (that is to say, that wage or that part of the wage, which is just and reasonable for an adult male [female], without regard to any circumstance pertaining to the work upon which, or the industry in which he [she] is employed) or the principles upon which it is computed”.

In the past, the Commonwealth Court of Conciliation and Arbitration held general basic wage inquiries from time to time and its findings applied to industrial awards within its jurisdiction. Prior to the decision of the Commonwealth Court of Conciliation and Arbitration, announced on 12th September, 1953, discontinuing the automatic adjustment of basic wages in Commonwealth awards in accordance with variations occurring in retail price index numbers, the relevant basic wage of the Commonwealth Court of Conciliation and Arbitration was adopted to a considerable extent by State Industrial Tribunals. In New South Wales and South Australia, the State industrial authorities adopted the relevant Commonwealth basic wage. In Victoria and Tasmania, where the Wages Boards systems operate, no provision was included in the industrial Acts for the declaration of a basic wage, although, in the past, Wages Boards generally adopted basic wages based on those of the Commonwealth Court. In Queensland and Western Australia, the determination of a basic wage is a function of the respective State Industrial or Arbitration Courts and (subject to State law) they have regard to rates determined by the Commonwealth Court. Following the decision of the Commonwealth Court of Conciliation and Arbitration to discontinue automatic quarterly adjustments to the basic wage, the various State industrial authorities determined State basic wages in accordance with the provisions of their respective State industrial legislation. Details of the action taken in each State and subsequent variations in State basic wages are set out in para. 5 (see page 177).

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

2. **The Commonwealth Basic Wage.**—(i) *Early Judgments.* The principle of a living or basic wage was propounded as far back as 1890 but it was not until 1907 that a wage, as such, was declared by a Court in Australia. The declaration was made by way of an order in terms of section 2 (d) of the Excise Tariff 1906 in the matter of an application by H. V. McKay that the remuneration of labour employed by him at the Sunshine Harvester Works, Victoria, was “fair and reasonable”. Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, defined the standard of “a fair and reasonable” minimum wage for unskilled labourers as that standard appropriate to “the normal needs of the average employee, regarded as a human being living in a civilized community”.† The rate declared was 7s. 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 in accordance with the respective retail price index numbers. Court practice was to equate the retail price index number 875 for Melbourne for the year 1907 to the “Harvester” rate of 42s. per week (or the base of the index (1,000) to 48s. per week). At intervals thereafter as awards came before it for review, the Court usually revised the basic wage rate of the award in proportion to variations in the retail price index. In some country towns certain “loadings” were added by the Court to wage rates so derived to

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

† 2 C.A.R., p. 3.

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

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

The system of making automatic quarterly adjustments of the basic wage in direct ratio to variations in the retail price index ("A" series) was first introduced in 1921. The practice then adopted was to calculate the adjustments to the basic wage quarterly on the index number for the preceding quarter. Previously, adjustments had been made sporadically in relation to retail price indexes for the previous calendar year or the year ended with the preceding quarter. The practice adopted by the Commonwealth Court in 1921 of making automatic quarterly adjustments on a sliding scale continued until the Court's judgment of 12th September, 1953 (*see* page 169).

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

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

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

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

Automatic quarterly adjustment of the basic wage was transferred from the "A" and the "D" series to the "C" Series Retail Price Index. The base of the index (1,000) was taken by the Court as equal to 81s. 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 144).

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

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

(v) *Basic Wage Inquiry*, 1940. On 5th August, 1940 the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series Index upon which the "Court" series was based) from 81s. to 100s. 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, owing mainly to the uncertainty of the economic outlook under existing war conditions. The application was stood over for further consideration. (*See* (vi) following.)

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

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

(vi) "*Interim*" *Basic Wage Inquiry*, 1946. As the result of (a) an application made by the Commonwealth Attorney-General for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (*see* (v) above), (b) a number of fresh cases which had come to the Court since 1941, and (c) an application by the combined unions for an "interim" basic wage declaration, the Court commenced the hearing of this case on 25th November, 1946. Judgment was delivered on 13th December, 1946 whereby an increase of 7s. per week was granted in the "needs" portion of the basic wage then current, the rate for the six capital cities as a whole being increased from 93s. to 100s. 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 the female wage was justified.

On 24th October, 1950 and 23rd November, 1950 the Court made further declarations regarding the "Prosperity" loading of 1937 (*see* page 167) 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.

\* 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 XV.—Welfare Services.

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

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

The basic wage rates operative 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.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
November, 1950 ..	146 0	143 0	135 0	137 0	139 0	139 0	142 0
December, 1950 ..	165 0	162 0	154 0	158 0	160 0	160 0	162 0

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

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

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

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

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

In the early stages of the case the employers applied for an immediate and separate hearing of the question of suspension of the basic wage adjustment provisions in awards. 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 decisions were delivered on 27th October, 1953.

The Court in the course of its judgment said that in the present case nothing had been put before 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.

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

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

In regard to the basic wage for female employees the Court decided that no basis for a review of the existing ratio 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".

\* 77 C.A.R., p. 486.

† *Ibid.*, p. 497.

‡ *Ibid.*, p. 506.

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

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

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

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

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

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

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

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

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

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

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

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

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

(x) *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 June, 1956, were as shown in the following table:—

COMMONWEALTH BASIC WAGE : WEEKLY RATES.(a)

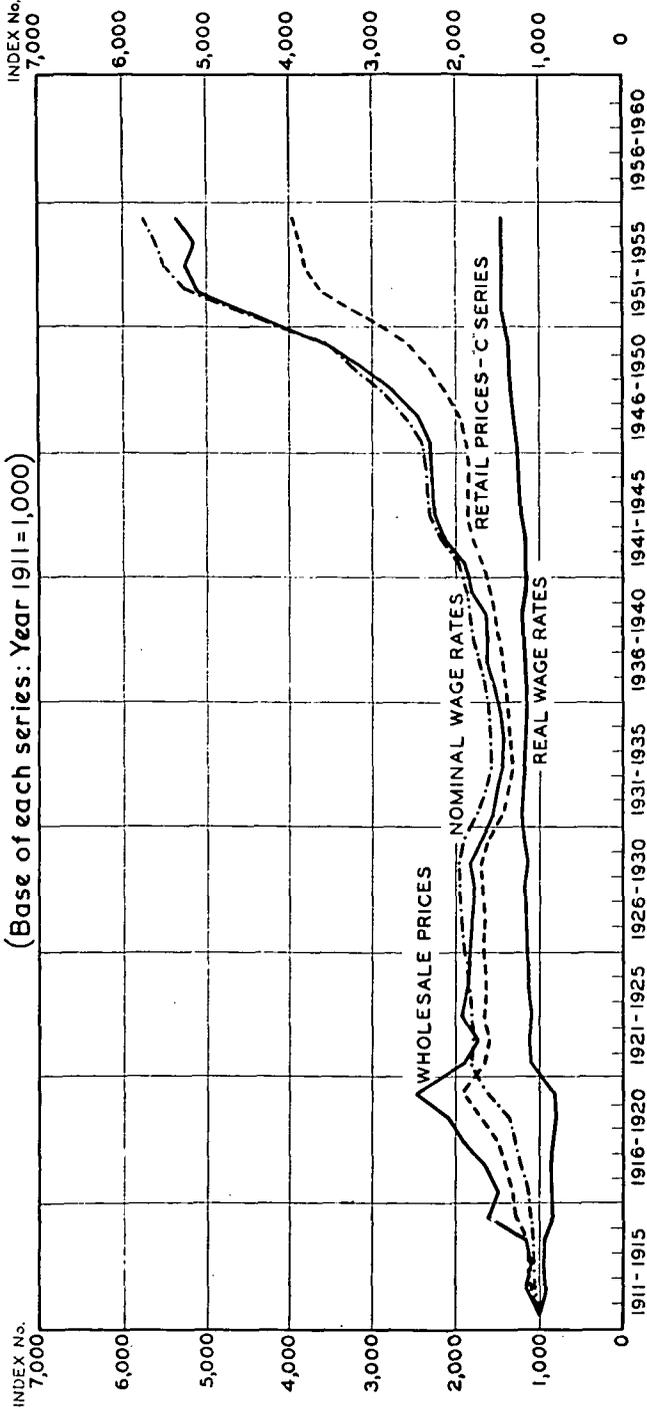
City or Town.	Rate of Wage.		City or Town.	Rate of Wage.	
	Males.	Females.		Males.	Females.
	<i>s.</i>	<i>d.</i>		<i>s.</i>	<i>d.</i>
New South Wales—			South Australia—		
Sydney .. .. .	253	0 189	Adelaide .. .. .	241	0 180
Newcastle .. ..	253	0 189	Whyalla and Iron		
Port Kembla—			Knob (d) .. ..	246	0 184
Wollongong ..	253	0 189	Five Towns (b) ..	240	0 180
Broken Hill ..	257	0 192			
Five Towns (b) ..	252	0 189	Western Australia—		
			Perth .. .. .	246	0 184
Victoria—			Kalgoorlie .. ..	253	0 189
Melbourne .. ..	245	0 183	Geraldton .. ..	250	0 195
Geelong .. .. .	245	0 183	Five Towns (b) ..	247	0 185
Warrnambool ..	245	0 183			
Mildura .. .. .	245	0 183	Tasmania—		
Yallourn (c) ..	251	6 188	Hobart .. .. .	252	0 189
Five Towns (b) ..	245	0 183	Launceston .. ..	248	0 186
			Queenstown .. ..	243	0 182
Queensland—			Five Towns (b) ..	250	0 187
Brisbane .. .. .	228	0 171			
Five Towns (b) ..	229	0 171	Thirty Towns (b) ..	246	0 184
			Six Capital Cities (b) ..	246	0 184

(a) Operative from the beginning of the first pay-period commencing in June, 1956. By decision of the Commonwealth Court of Conciliation and Arbitration, announced on 12th September, 1953, automatic adjustment of basic wages in accordance with variations occurring in retail price index numbers was discontinued in Commonwealth awards. (See page 169). (b) Weighted average. (c) Melbourne rate plus 6s. 6d. loading for males; 75 per cent. of male rate for females. (d) Adelaide rate plus 5s. for males; 75 per cent. of male rate for females.

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

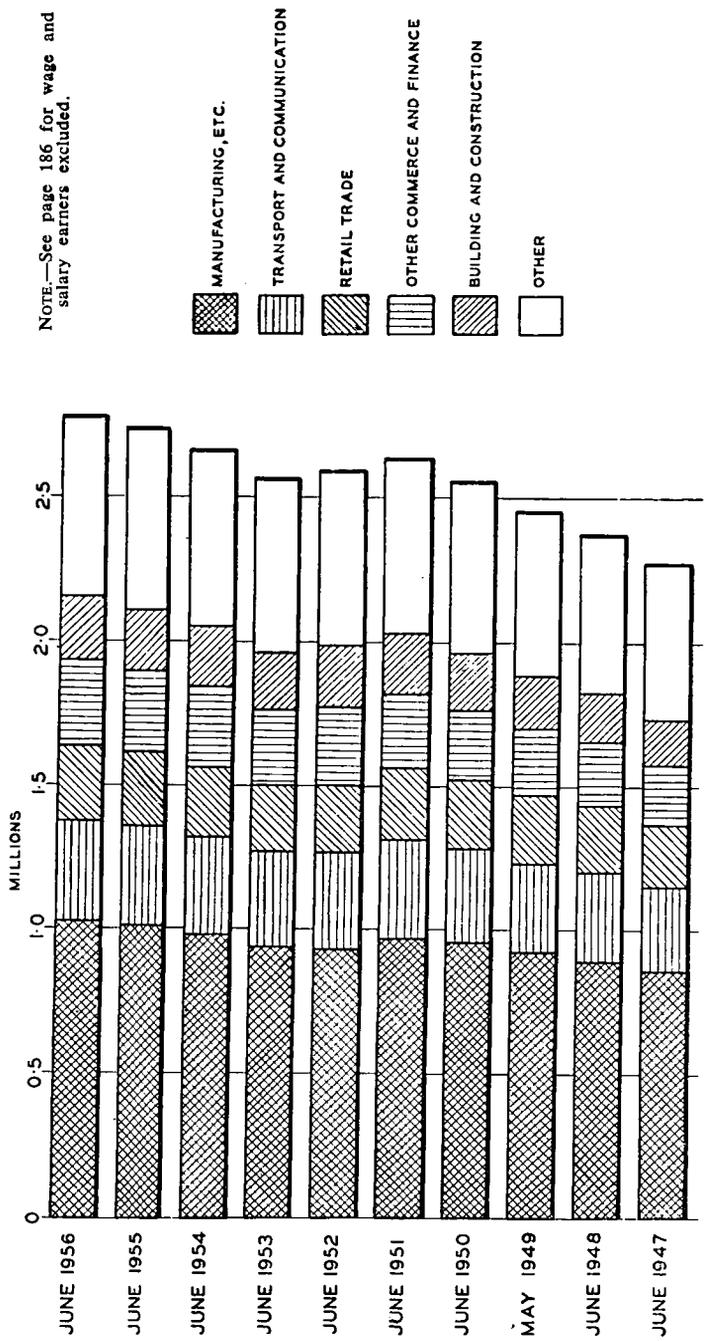
The following table shows the movements of this wage in all State capital cities and the six capital cities as a whole during the years 1939 to 1956.

# WHOLESALE AND RETAIL PRICES; NOMINAL AND REAL WAGE RATES INDEX NUMBERS, AUSTRALIA, 1911 TO 1955



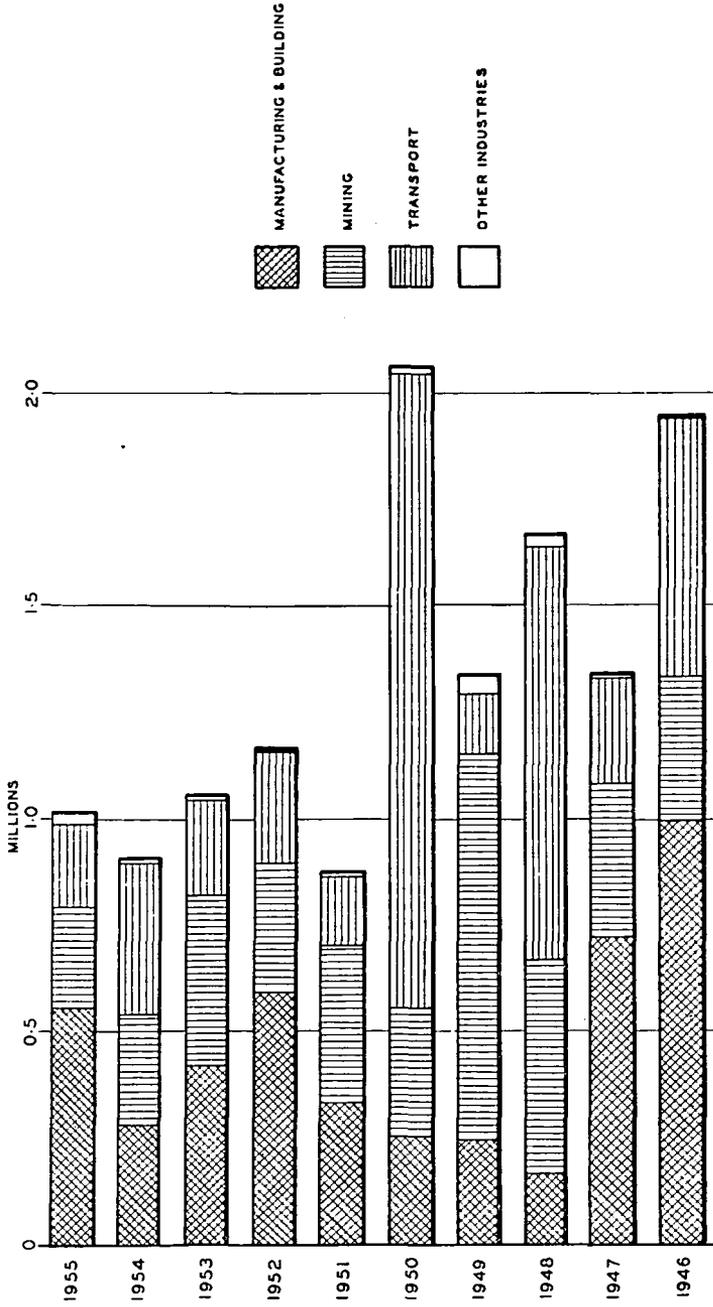
EXPLANATION.—The index numbers in the graph above are for the Six Capital Cities as a whole, with the exception of those for Wholesale Prices up to the fourth quarter of 1927, which are for Melbourne. The wholesale prices graph shows the trend of prices according to the "old" Melbourne Index up to the 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). Real wages are computed on the basis of the "C" Series Retail Price Index.

# WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT AUSTRALIA, 1947 TO 1956



# INDUSTRIAL DISPUTES, AUSTRALIA, 1946 TO 1955

## WORKING DAYS LOST-INDUSTRIAL GROUPS





**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
„ 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
June, 1956 ..	253 0	245 0	228 0	241 0	246 0	252 0	246 0

(a) Rates include "prosperity" loadings where applicable. (b) Rates operative from beginning of the first pay-period commencing in the month indicated. (c) By decision of the Commonwealth Court of Conciliation and Arbitration, announced on 12th September, 1953, automatic adjustment of basic wages in accordance with variations occurring in retail price index numbers was discontinued in Commonwealth awards. (See page 169.)

3. **Australian Territories.**—In the Australian Capital Territory the rates payable as from the beginning of the first pay-period commencing in June, 1956, were £12 8s. for adult males and £9 6s. 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 June, 1956, were:—"Darwin" rate, adult males, £13 5s., adult females, £9 18s. 6d.; "Port Augusta" rate, adult males, £12 12s., adult females, £9 9s.

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. 43*, (pp. 63-69) for an account of the fixation of minimum rates and basic wages for adult females by the Commonwealth Court of Conciliation and Arbitration. At the end of the 1949-50 Basic Wage Inquiry the Commonwealth Court of Conciliation and Arbitration by a majority decision fixed a new basic weekly wage for adult females at 75 per cent. of the corresponding male rate from the beginning of the first pay-period commencing in December, 1950.

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

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

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

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

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

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

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

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

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

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

Automatic quarterly adjustments were made for each subsequent quarter and the State basic wage payable in New South Wales (except Broken Hill) from the first pay-period in November, 1956 was £13 14s. for adult males and £10 5s. 6d. for adult females.

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

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

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

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

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

(iii) *Queensland.* The first formal declaration of a basic wage (£4 5s. for adult males) by the Queensland Court of Industrial Arbitration was gazetted on 24th February, 1921. Prior to this declaration the rate of £3 17s. 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 were shown in the table on page 79 of *Labour Report* No. 43, 1954.

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 the December quarter, 1952 was a true representation or reflex of the economic position for Queensland as a whole and so declined to make any alteration to the then existing basic wage. Quarterly adjustments were made for the next four quarters and the basic wage became £11 5s. for adult males from 1st February, 1954.

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

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

The Court examined the movement in the "C" series of retail price index numbers for each subsequent quarter and announced increases in the basic wage. The rates payable from 29th October, 1956, were £12 1s. for adult males and £8 2s. 6d. for adult females in the Southern Division (Eastern District).

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

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

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

The first declaration by the Board of Industry was made on 15th July, 1921, when the living wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. per week. A table showing the living wages declared from time to time was published on page 81 of *Labour Report* No. 43.

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

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

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, consequent on the discontinuance of quarterly adjustments, remained unchanged from the beginning of the first pay-period commencing in August, 1953 until June, 1956. 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 also remained unchanged over the same period at £11 11s. for adult males and £8 13s. for adult females.

Following the decision of the Commonwealth Court of Conciliation and Arbitration to increase the basic wage for adult males by 10s. per week from the first pay-period in June, 1956, the South Australian living wage was by proclamation of the Governor dated 31st May, 1956, increased by 10s. for adult males and 7s. 6d. for adult females from 4th June, 1956. The rate then payable was £12 1s. for adult males and £9 0s. 6d. 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. 43, page 83.

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. Following this decision the Western Australian Court of Arbitration exercised its discretionary power, and after reviewing the cost of living statements prepared by the Government Statistician for each quarter from the September quarter, 1953 to the March quarter, 1955, declined to make, where applicable, any adjustment to the basic wage.

However, after reviewing the cost of living statement for the June quarter, 1955 the Court decided, from 9th August, 1955, to increase the basic wage for Perth by 5s. 11d. a week for adult males and to make corresponding increases for the other areas. No change was announced in the basic wage for Perth following a review of the cost of living statement for the September quarter, 1955 but, after an examination of the cost of living statements, the Court announced increases in the basic wage for Perth for each subsequent quarter including the September quarter, 1956.

The rates payable in the metropolitan area in November, 1956 were £13 5s. 2d. for adult males and £8 12s. 4d. 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 discontinued the system of automatic adjustments of the basic wage in September, 1953, the Chairman of the Wages Boards stated he was of the opinion that automatic adjustment clauses should be deleted from all Wages Boards determinations. Before Wages Boards met to consider this matter, the wage rates for all determinations were automatically adjusted upwards from the beginning of the first pay-period commencing in November. By early December, 1953, all Wages Boards had met and deleted the automatic adjustment clause from determinations and cancelled the adjustment increases payable from November.

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

However, on 22nd June, 1956, arising out of an application by the Employers' Federation of Tasmania for a conference under section 77 of the Wages Boards Act 1920, to consider an application for the adoption of the new basic wage promulgated by the Commonwealth Court of Conciliation and Arbitration on 25th May, 1956, and for the deletion of

the automatic quarterly adjustments of the basic wage from the determinations of Wages Boards, and a subsequent application by the same Federation for a meeting of several Wages Boards for a similar purpose, a conference of representatives of organized bodies of employers and employees was convened by the Chief Secretary, to enable a discussion to take place on the advisability or otherwise of adopting the request of the Employers' Federation so that the Chairman's mind could be fully informed at a representative gathering prior to a meeting of the individual boards.

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

Of the 70 "operating" Wages Boards, all but four decided to suspend automatic quarterly adjustments after adopting the increase based on the retail price index numbers for the June quarter and payable from the first pay-period in August. The Carriers and Jam Makers Wages Boards decided to adopt the prevailing Commonwealth basic wage, the Threshers Wages Board to continue automatic adjustments, while the Motor Garage Wages Board suspended automatic quarterly adjustments at the wage payable in May, after the adjustment based on retail price index numbers for the March quarter.

The basic wage prescribed for Hobart by the majority of Wages Boards from the first pay-period in August, 1956 was £13 12s. per week for adult males and £10 4s. for adult females.

(vii) *State Basic Wage Rates.* The "basic" wage rates of State industrial tribunals operative in November, 1955 and November, 1956 are summarized in the following table:—

STATE BASIC WAGES—WEEKLY RATES.

State.	November, 1955.			November, 1956.		
	Date of Operation.	Males.	Females.	Date of Operation.	Males.	Females.
	(a)	s. d.	s. d.	(a)	s. d.	s. d.
New South Wales(b)—						
Metropolitan and Country, excluding Broken Hill .. .. .	Nov., 1955	253 0	189 6	Nov., 1956	274 0	205 6
Broken Hill .. .. .	Nov., 1955	254 0	190 6	Nov., 1956	272 0	204 0
Victoria(c) .. .. .	Nov., 1955	246 0	184 6	Aug., 1956	263 0	197 0
Queensland(d)—						
Southern Division (Eastern District), including Brisbane ..	24.10.55	229 0	154 0	29.10.56	241 0	162 6
Southern Division (Western District) .. .. .	24.10.55	236 4	157 8	29.10.56	248 4	166 2
Mackay Division .. .. .	24.10.55	234 6	156 9	29.10.56	246 6	165 3
Northern Division (Eastern District) .. .. .	24.10.55	239 0	159 0	29.10.56	251 0	167 6
Northern Division (Western District) .. .. .	24.10.55	246 4	162 8	29.10.56	258 4	171 2
South Australia(e) .. .. .	Aug., 1953	231 0	173 0	4.6.56	241 0	180 6
Western Australia(f)—						
Metropolitan Area .. .. .	9.8.55	252 6	164 1	29.10.56	265 2	172 4
South-West Land Division ..	9.8.55	251 8	163 7	29.10.56	262 11	170 11
Goldfields and other areas ..	9.8.55	254 1	165 2	29.10.56	262 8	170 9
Tasmania(g) .. .. .	Aug., 1953	242 0	181 6	Aug., 1956	272 0	204 0

(a) Where dates are not quoted wage rates operate from beginning of first pay-period commencing in month shown. (b) Automatic adjustment discontinued from August, 1953 until November, 1955 (see page 178).

(c) No basic wage declared but rates shown (Melbourne) are those commonly adopted by Wages Boards. Automatic quarterly adjustments were discontinued following the basic wage adjustment payable in August, 1956. (d) Between November, 1955 and November, 1956 the Queensland Industrial Court, after examining the movement in the "C" Series retail price index numbers for each quarter, granted increases in the basic wage except for the March quarter, 1956 when no declaration was made.

(e) 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. Following the decision of the Commonwealth Court of Conciliation and Arbitration on 12th September, 1953, automatic adjustments have not been made to the living wage since August, 1953. A 10s. increase in the living wage for adult males payable from 4th June, 1956 was proclaimed by the Governor, following the 10s. increase for adult males in the Commonwealth basic wage payable from the first pay-period in June, 1956. (f) The Western Australian Court of Arbitration adjusted the basic wage each quarter from November, 1955 on the basis of cost of living statements prepared by the Government Statistician.

(g) None declared but rates shown (Hobart) are those commonly adopted by Wages Boards. Quarterly automatic adjustments were re-introduced from February, 1956 and operated for May and August, 1956, but were suspended again by the majority of Wages Boards after the August, 1956 adjustment.

### § 5. Wage Margins.

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

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

"Margins" were defined as—

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

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

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

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

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

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

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

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

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

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

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

Extracts from the judgment were set out in some detail in *Labour Report* No. 43, 1954.

\* 80 C.A.R., p. 3.

## § 6. Child Endowment in Australia.

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. The system has been in force in varying forms for very long periods in England and other European countries, the first instance occurring in England in 1795.

A Royal Commission was appointed in 1927 to consider a national scheme of child endowment. A brief summary of its findings and of consequent Government decisions was given in Official Year Book 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 operations will be found in Chapter XV.—Welfare Services. Subsequently, steps were taken for the termination of the schemes operating in the Commonwealth Public Service and in New South Wales. The former, which came into operation on 1st November, 1920, was the first system instituted in Australia. That in New South Wales operated from 23rd July, 1927. For further details of these schemes reference may be made to Official Year Book No. 37 pp. 485-6.

## E. EMPLOYMENT AND UNEMPLOYMENT.

## § 1. Employment.

1. Total Occupied Persons.—(i) *General.* In previous issues of the Official Year Book estimates of total occupied persons were shown for the years 1939, 1941, 1943 and 1945. These were based on data recorded at the 1939 National Register and subsequent Occupation Surveys. They are omitted from this issue and comparisons are shown for the Censuses of 1933, 1947 and 1954. Minor revisions have been made to the figures for the years 1933 and 1947 since the previous issue.

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

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

TOTAL OCCUPIED PERSONS : AUSTRALIA, CENSUSES, 1933, 1947 AND 1954.  
(\*000.)

30th June.	Defence Forces. (a)	Employers and Self-employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons, including Defence Forces. (a)
		Rural Industry.	Other Industries.	Total.	Rural Industry.	Other Industries.	Total.		
MALES.									
1933	5.8	293.5	249.0	542.5	200.1	989.8	1,189.9	1,732.4	1,738.2
1947	53.2	278.9	286.8	565.7	148.2	1,659.4	1,807.6	2,373.3	2,426.5
1954	(b) 50.9	279.3	316.8	596.1	154.2	2,020.3	2,174.5	2,770.6	2,821.5
FEMALES.									
1933	..	15.2	56.3	71.5	3.2	(c) 446.6	449.8	521.3	521.3
1947	0.8	13.8	55.8	69.6	8.1	(d) 659.9	668.0	737.6	738.4
1954	2.0	19.6	62.1	81.7	7.6	735.4	743.0	824.7	826.7
PERSONS.									
1933	5.8	308.7	305.3	614.0	203.3	1,436.4	1,639.7	2,253.7	2,259.5
1947	54.0	292.7	342.6	635.3	156.3	2,319.3	2,475.6	3,110.9	3,164.9
1954	52.9	298.9	378.9	677.8	161.8	2,755.7	2,917.5	3,595.3	3,648.2

(a) Includes those serving outside Australia. (b) Excludes approximately 10,300 men undergoing full-time National Service Training at the time of the Census. With the exception of full-time students these persons have been included in the figures of occupied civilians. (c) Includes females in private domestic service:—106,700 in 1933, 40,200 in 1947 and 29,600 in 1954. (d) Includes an estimate of 40,000 part-time workers considered to be under-enumerated at the Census.

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

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

The total numbers of employers, self-employed and wage and salary earners of both sexes classified at the Census as engaged in agricultural, pastoral and dairying industries declined from 512,000 in 1933 to 460,700 in 1954. There was very little movement in the figures between 1947 and 1954.

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

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

**TOTAL OCCUPIED PERSONS : STATES AND TERRITORIES, CENSUSES, 1947 AND 1954.**  
(‘000.)

State or Territory.	Defence Forces. (a)		Employers and Self-employed.		Wage and Salary Earners.		Total Occupied Persons including Forces.	
	June, 1947.	June, 1954.(c)	June, 1947.	June, 1954.	June, 1947.	June, 1954.	June, 1947.	June, 1954.
<b>MALES.</b>								
New South Wales ..	23.1	21.6	197.5	207.3	728.1	833.8	948.7	1,062.7
Victoria ..	15.9	15.2	158.1	167.1	490.5	596.9	664.5	779.2
Queensland ..	5.9	6.4	96.9	99.7	252.0	307.4	354.8	413.5
South Australia ..	2.6	2.1	51.8	55.5	153.3	194.1	207.7	251.7
Western Australia ..	3.4	2.9	39.8	44.3	116.6	156.1	159.8	203.3
Tasmania ..	0.8	0.9	20.1	20.2	57.8	71.9	78.7	93.0
Northern Territory ..	0.8	0.7	1.0	1.1	4.0	5.7	5.8	7.5
Australian Capital Territory ..	0.7	1.1	0.5	0.9	5.3	8.6	6.5	10.6
<b>Australia ..</b>	<b>53.2</b>	<b>50.9</b>	<b>565.7</b>	<b>596.1</b>	<b>1,807.6</b>	<b>2,174.5</b>	<b>2,426.5</b>	<b>2,821.5</b>
<b>FEMALES.</b>								
New South Wales ..	0.3	0.5	25.4	29.0	268.6	290.6	294.3	320.1
Victoria ..	0.4	0.8	22.5	25.3	202.0	227.0	224.9	253.1
Queensland ..	0.1	0.2	10.2	12.4	83.9	93.2	94.2	105.8
South Australia ..	..	0.1	5.2	7.0	52.9	59.9	58.1	67.0
Western Australia ..	..	0.2	4.3	5.6	39.2	46.5	43.5	52.3
Tasmania ..	..	0.1	1.8	2.1	18.9	21.7	20.7	23.9
Northern Territory ..	..	..	0.1	0.2	0.7	1.3	0.8	1.5
Australian Capital Territory ..	..	0.1	0.1	0.1	1.8	2.8	1.9	3.0
<b>Australia ..</b>	<b>0.8</b>	<b>2.0</b>	<b>69.6</b>	<b>81.7</b>	<b>668.0</b>	<b>743.0</b>	<b>738.4</b>	<b>826.7</b>
<b>PERSONS.</b>								
New South Wales ..	23.4	22.1	222.9	236.3	996.7	1,124.4	1,243.0	1,382.8
Victoria ..	16.3	16.0	180.6	192.4	692.5	823.9	889.4	1,032.3
Queensland ..	6.0	6.6	107.1	112.1	335.9	400.6	449.0	519.3
South Australia ..	2.6	2.2	57.0	62.5	206.2	254.0	265.8	318.7
Western Australia ..	3.4	3.1	44.1	49.9	155.8	202.6	203.3	255.6
Tasmania ..	0.8	1.0	21.9	22.3	76.7	93.6	99.4	116.9
Northern Territory ..	0.8	0.7	1.1	1.3	4.7	7.0	6.6	9.0
Australian Capital Territory ..	0.7	1.2	0.6	1.0	7.1	11.4	8.4	13.6
<b>Australia ..</b>	<b>54.0</b>	<b>52.9</b>	<b>635.3</b>	<b>677.8</b>	<b>2,475.6</b>	<b>2,917.5</b>	<b>3,164.9</b>	<b>3,649.2</b>

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

The occupied population of Australia (including defence forces but excluding un-employed, pensioners, retired, persons of independent means and dependants) increased from 1947 to 1954 by 15.3 per cent. The percentage increase in each State and Territory was as follows:—New South Wales, 11.3; Victoria, 16.1; Queensland, 15.7; South Australia, 19.9; Western Australia, 25.7; Tasmania, 17.6; Northern Territory, 36.4; and Australian Capital Territory, 61.9.

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 the 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 June in each of the years 1951 to 1956.

#### WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT.

(Excluding Rural Wage Earners, Female Domestics 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-mania.	Aus-tralia. (a)
MALES.							
1933—June ..	379.8	288.1	139.3	80.3	70.0	28.9	989.8
1939—July ..	529.9	357.5	172.8	106.7	82.9	37.4	1,293.1
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
1955—June(b) ..	779.2	556.7	272.0	178.7	136.4	64.0	2,000.5
1956—June(b) ..	787.8	564.2	276.0	184.5	135.5	64.4	2,025.9
FEMALES.							
1933—June ..	125.5	118.0	40.3	25.9	20.5	9.1	339.9
1939—July ..	168.0	142.9	53.2	34.0	26.2	11.6	437.1
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
1955—June(b) ..	292.5	227.0	89.3	60.2	43.9	21.7	738.5
1956—June(b) ..	300.2	233.0	91.2	62.9	44.6	22.8	758.9
PERSONS.							
1933—June ..	505.3	406.1	179.6	106.2	90.5	38.0	1,329.7
1939—July ..	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
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
1955—June(b) ..	1,071.7	783.7	361.3	238.9	180.3	85.7	2,739.0
1956—June(b) ..	1,088.0	797.2	367.2	247.4	180.1	87.2	2,784.8

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

(b) Subject to revision.

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 government authorities and by private employers respectively. Some principal industrial groups included in the total are shown separately and include both government and private employees, except in the case of retail trade, where there are no government employees.

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

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

('000.)

Industrial Group.	July, 1939.	June, 1952. (a)	June, 1953. (a)	June, 1954. (a)	June, 1955. (a)	June, 1956. (a)
<b>MALES.</b>						
Mining and Quarrying .. .. .	52.2	58.8	58.0	58.7	58.3	57.3
Manufacturing, etc.(b) .. .. .	456.1	721.4	726.4	756.8	777.2	786.3
Building and Construction .. .. .	149.7	214.0	193.2	205.7	211.8	214.6
Rail and Air Transport .. .. .	73.0	106.9	104.9	106.3	108.5	109.1
Other Transport and Communication	112.9	193.0	190.2	193.8	200.2	201.3
Retail Trade .. .. .	259.7	124.8	125.0	128.4	129.2	129.9
Other Commerce and Finance .. .. .	17.8	191.2	191.0	198.3	207.1	212.7
Health .. .. .	22.1	25.3	25.5	25.9	26.0	26.8
Education .. .. .	17.4	33.2	35.4	36.7	38.7	40.8
Entertainment, Sport and Recreation	37.0	18.1	18.2	18.3	18.5	18.4
Personal Services .. .. .	95.2	53.2	51.6	52.1	54.3	54.4
Other .. .. .	95.2	168.2	167.4	167.4	170.7	174.3
<b>Total .. .. .</b>	<b>1,293.1</b>	<b>1,908.1</b>	<b>1,886.8</b>	<b>1,948.4</b>	<b>2,000.5</b>	<b>2,025.9</b>
Governmental(c) .. .. .	349.8	577.4	567.8	581.4	599.1	604.9
Private Employers .. .. .	943.3	1,330.7	1,319.0	1,367.0	1,401.4	1,421.0
<b>Total .. .. .</b>	<b>1,293.1</b>	<b>1,908.1</b>	<b>1,886.8</b>	<b>1,948.4</b>	<b>2,000.5</b>	<b>2,025.9</b>
<b>FEMALES.</b>						
Mining and Quarrying .. .. .	0.3	0.9	0.9	1.0	1.1	1.2
Manufacturing, etc.(b) .. .. .	169.0	206.3	209.8	226.8	232.5	235.7
Building and Construction .. .. .	1.2	4.2	4.3	4.7	4.9	5.1
Rail and Air Transport .. .. .	2.5	8.6	7.7	8.0	8.4	8.6
Other Transport and Communication	10.1	30.9	28.5	28.5	30.0	31.5
Retail Trade .. .. .	114.9	112.6	109.9	115.3	121.6	122.9
Other Commerce and Finance .. .. .	34.0	72.9	71.5	77.0	83.1	88.1
Health .. .. .	32.0	68.7	68.8	70.8	73.5	77.6
Education .. .. .	4.0	41.8	43.3	44.9	47.9	50.5
Entertainment, Sport and Recreation	43.0	8.6	8.7	8.6	8.8	9.1
Personal Services .. .. .	26.1	68.9	65.8	67.0	69.6	70.2
Other .. .. .	26.1	55.0	54.5	54.9	57.1	58.4
<b>Total .. .. .</b>	<b>437.1</b>	<b>679.4</b>	<b>673.7</b>	<b>707.5</b>	<b>738.5</b>	<b>758.9</b>
Governmental(c) .. .. .	55.2	115.2	112.0	114.5	122.8	129.8
Private Employers .. .. .	381.9	564.2	561.7	593.0	615.7	629.1
<b>Total .. .. .</b>	<b>437.1</b>	<b>679.4</b>	<b>673.7</b>	<b>707.5</b>	<b>738.5</b>	<b>758.9</b>

NOTE.—See footnotes on page 188.

WAGE AND SALARY EARNERS IN CIVILIAN EMPLOYMENT : INDUSTRIAL GROUPS, AUSTRALIA—*continued.*  
( '000 )

Industrial Group.	July, 1939.	June, 1952. (a)	June, 1953. (a)	June, 1954. (a)	June, 1955. (a)	June, 1956. (a)
PERSONS.						
Mining and Quarrying .. ..	52.5	59.7	58.9	59.7	59.4	58.5
Manufacturing, etc.(b) .. ..	625.1	927.7	936.2	983.6	1,009.7	1,022.0
Building and Construction .. ..	150.9	218.2	197.5	210.4	216.7	219.7
Rail and Air Transport .. ..	75.5	115.5	112.6	114.3	116.9	117.7
Other Transport and Communication	123.0	223.9	218.7	222.3	230.2	232.8
Retail Trade .. ..	374.6	237.4	234.9	243.7	250.8	252.8
Other Commerce and Finance .. ..						
Health .. ..	51.8	94.0	94.3	96.7	99.5	104.4
Education .. ..	54.1	75.0	78.7	81.6	86.6	91.3
Entertainment, Sport and Recreation	21.4	26.7	26.9	26.9	27.3	27.5
Personal Services .. ..	80.0	122.1	117.4	119.1	123.9	124.6
Other .. ..	121.3	223.2	221.9	222.3	227.8	232.7
<b>Total .. ..</b>	<b>1,730.2</b>	<b>2,587.5</b>	<b>2,560.5</b>	<b>2,655.9</b>	<b>2,739.0</b>	<b>2,784.8</b>
Governmental(c) .. ..	405.0	692.6	679.8	695.9	721.9	734.7
Private Employers .. ..	1,325.2	1,894.9	1,880.7	1,960.0	2,017.1	2,050.1
<b>Total .. ..</b>	<b>1,730.2</b>	<b>2,587.5</b>	<b>2,560.5</b>	<b>2,655.9</b>	<b>2,739.0</b>	<b>2,784.8</b>

(a) Subject to revision. \* (b) Estimates (subject to revision) based on Pay-roll Tax returns, etc., of employees engaged predominantly 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 VII.—Manufacturing Industry. (c) Includes employees of Commonwealth, State and Semi-Government and Local Government Authorities. See para. 3 (i) below.

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

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

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

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that employment in factories reached a new post-war peak in February, 1956. For the year 1955–56, the index showed the level of employment in factories to be 80 per cent. higher than the average factory employment for the three years ended June, 1939.

3. **Government Employees.**—(i) *Australia.* The following table shows at June in each of the years 1952 to 1956, in comparison with 1939, the number of civilian employees of Commonwealth, State and Semi-Government and Local Government authorities. These include all employees of government authorities on services such as railways, tramways, banks, post office, air transport, education, broadcasting, police, public works, factories and munitions establishments, migrant hostels, etc., as well as administrative employees, within Australia.

CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES(a) : AUSTRALIA.

June—	Commonwealth.			State and Semi-Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
1939(b) ..	56,099	11,764	67,863	235,066	40,586	275,652	58,637	2,887	61,524	349,802	55,237	405,039
1952 ..	157,880	45,117	202,997	359,340	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
1955 ..	160,840	44,291	205,131	373,250	72,728	445,978	65,026	5,771	70,797	599,116	122,790	721,906
1956 ..	162,314	46,114	208,428	377,077	77,587	454,664	65,558	6,138	71,696	604,949	129,839	734,788

(a) See explanation above.

(b) July.

(ii) *States and Territories.* The numbers of civilian employees of Commonwealth Government, State and Semi-Government and Local Government authorities in each State and Territory at June, 1956 are shown in the following table :—

**CIVILIAN EMPLOYEES OF GOVERNMENT AUTHORITIES(a) : JUNE, 1956.**

State or Territory.	Commonwealth.			State and Semi-Government.			Local Government.			Total.		
	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.	Males.	Fe-males.	Persons.
N.S.W. ..	55,277	15,243	70,520	134,716	26,147	160,863	26,687	2,861	29,548	216,680	44,251	260,931
Vic. ..	50,745	16,192	66,937	96,178	23,965	120,143	13,088	1,550	14,638	160,011	41,707	201,718
Qld. ..	17,784	4,709	22,493	56,324	7,725	64,049	17,084	933	18,017	91,192	13,367	104,559
S.A. ..	15,732	3,613	19,345	38,395	9,459	47,854	3,002	305	3,307	57,129	13,377	70,506
W.A. ..	8,994	2,197	11,191	37,804	6,519	44,323	3,499	323	3,822	50,297	9,039	59,336
Tas. ..	4,371	1,259	5,630	13,660	3,772	17,432	2,198	166	2,364	20,229	5,197	25,426
N.T. ..	2,441	613	3,054	..	..	..	..	..	..	2,441	613	3,054
A.C.T. ..	6,970	2,288	9,258	..	..	..	..	..	..	6,970	2,288	9,258
<b>Total</b>	<b>162,314</b>	<b>46,114</b>	<b>208,428</b>	<b>377,077</b>	<b>77,587</b>	<b>454,664</b>	<b>65,558</b>	<b>6,138</b>	<b>71,696</b>	<b>604,949</b>	<b>129,839</b>	<b>734,788</b>

(a) See explanation in para. 3 (i), page 188.

**§ 2. Unemployment.**

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

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

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

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

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

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

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

(a) Not available.

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

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

### § 3. Commonwealth Employment Service.

The Commonwealth Employment Service was established under section 47 of the Re-establishment and Employment Act 1945. The principal functions of the Service, as set out in section 48 of this Act, are to provide services and facilities 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 Commonwealth Employment 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. The Central Office is in Melbourne, and there is a Regional Office in the capital city of each State, with 120 District Employment Offices in suburban and the larger provincial centres and 340 agents in the smaller country centres. The District Employment Offices are distributed as follows :—New South Wales, 45 ; Victoria, 30 ; Queensland, 19 ; South Australia, 8 ; Western Australia, 12 ; Tasmania, 4 ; Northern Territory, 1 ; Australian Capital Territory, 1.

The Commonwealth Employment Service provides special assistance for persons with physical and mental handicaps, older workers, rural workers, youths and persons with professional and technical qualifications, to obtain employment.

It assists in the administration of the unemployment and sickness benefit provisions of the Social Services Act 1947–1956, and of the re-employment allowance provisions of the Re-establishment and Employment Act 1945–1956 for certain classes of discharged members of the forces. All persons who wish to claim unemployment benefits or re-employment allowances are required to register at a District Employment Office, which is responsible for certifying whether or not suitable employment can be offered to them.

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

The Service is responsible for placing in employment all Commonwealth nominated migrant workers coming to Australia under the assisted passage schemes from the United Kingdom and other countries, and, as required, it provides assistance to other migrants wishing to obtain employment. When migrants coming under Commonwealth nomination arrive in Australia, the Service arranges for them to move to their initial employment and for their admission, if necessary, to Commonwealth-controlled hostels. From the inception of the various free and assisted schemes, including the Displaced Persons Scheme, to the end of July, 1956 more than 150,000 British and European migrant workers had been placed in employment by the Commonwealth Employment Service.

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

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

The Commonwealth Employment Service is responsible for the medical examination and interview 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 Department also administers the provisions of the Act relating to the protection of the rights of National Service trainees in relation to their civil employment.

The Service completed its tenth year of operation in May, 1956. During the year ended June, 1956 there were 576,958 new registrations of applicants for employment, of whom 445,253 were referred to employers and 312,105 placed in employment, and 434,347 new vacancies were notified. Vacancies unfilled at the end of June, 1956 numbered 32,473.

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 is given 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 Groups.**—The following table gives for Australia as a whole particulars of industrial disputes which were in progress during 1955, classified according to industrial groups.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS: AUSTRALIA, 1955.(a)

Class.	Industrial Group.	Num-ber.	Workers Involved.			Working Days Lost.	Esti-mated Loss in Wages. (£.)
			Directly.	In-directly. (b)	Total.		
I.	Wood, Furniture, etc. . . . .	1	36	..	36	36	110
II.	Engineering, Metal Works, etc. . .	124	23,628	8,664	32,292	224,947	675,519
III.	Food, Drink, etc. . . . .	60	19,321	5,651	25,172	113,320	332,526
IV.	Clothing, Textiles, etc. . . . .	3	185	180	365	664	1,775
V.	Books, Printing, etc. . . . .	6	4,120	346	4,466	25,177	94,833
VI.	Other Manufacturing . . . . .	83	21,948	3,016	24,964	128,731	429,117
VII.	Building . . . . .	72	21,085	1,212	22,297	69,443	234,596
VIII.	(i) Coal-mining . . . . .	777	135,346	197	135,543	225,336	789,322
	(ii) Other Mining, Quarries, etc. . .	8	1,958	47	1,105	9,106	31,661
IX.	Railway and Tramway Services . .	38	28,343	211	28,554	10,677	32,191
X.	Other Air and Land Transport . . .	23	9,323	640	10,163	22,237	70,514
XI.	(i) Stevedoring . . . . .	308	152,245	..	152,245	152,521	529,381
	(ii) Shipping, etc. . . . .	8	539	94	633	3,097	9,518
XII.	Pastoral, Agricultural, etc. . . . .	..	..	..	..	..	..
XIII.	Domestic, Hotels, etc. . . . .	1	1,500	..	1,500	3,000	10,000
XIV.	Miscellaneous . . . . .	20	5,263	49	5,312	22,392	69,258
	<b>Total . . . . .</b>	<b>1,532</b>	<b>424,340</b>	<b>20,307</b>	<b>444,647</b>	<b>1,010,884</b>	<b>3,310,321</b>

(a) Two disputes in New South Wales and one in Victoria involving respectively 485 and 62 workers commenced in 1954 and were still in progress at the beginning of 1955. Particulars of these disputes have been included in statistics of disputes for both 1954 and 1955. (b) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

A graph showing, for the years 1946 to 1955, the working days lost as a result of industrial disputes in the main industrial groups will be found on page 175.

3. States and Territories.—The following table gives particulars of the number of industrial disputes in each State and Territory, together with the number of workers involved, and the losses in working days and wages caused by disputes which were current during each of the years 1939 and 1953 to 1955.

**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
	1953	1,080	302,007	6,375	308,382	759,391	2,403,242
	1954	1,063	217,081	5,205	222,286	501,573	1,654,814
	1955	1,072	260,353	13,678	274,031	673,325	2,230,935
Victoria ..	1939	10	1,989	180	2,169	27,313	19,946
	1953	53	65,962	2,164	68,126	57,160	176,330
	1954	76	42,476	2,337	44,813	135,611	460,213
	1955	66	33,255	2,287	35,542	138,507	435,356
Queensland ..	1939	5	373	2	375	1,870	1,753
	1953	265	87,986	3,511	91,497	153,448	465,830
	1954	278	77,006	6,675	83,681	183,855	611,331
	1955	274	83,026	3,626	86,652	99,318	328,046
South Australia ..	1939	2	170	5	175	1,880	1,416
	1953	24	18,502	190	18,692	55,476	200,610
	1954	23	7,291	45	7,336	31,207	108,100
	1955	43	23,969	129	24,098	66,881	203,182
Western Australia ..	1939	7	1,108	145	1,253	14,100	9,578
	1953	11	3,665	..	3,665	4,977	15,663
	1954	15	5,398	96	5,494	21,651	75,387
	1955	16	9,504	345	9,849	9,582	32,704
Tasmania ..	1939	4	53	..	53	166	93
	1953	18	5,069	6	5,075	18,441	68,259
	1954	31	5,951	136	6,087	25,915	105,042
	1955	48	13,204	240	13,444	20,387	70,927
Northern Territory ..	1939	2	234	40	274	3,642	3,600
	1953	5	535	..	535	1,807	7,161
	1954	2	239	..	239	1,452	5,082
	1955	12	1,013	2	1,015	2,740	8,551
Australian Capital Territory	1939	..	..	..	..	..	..
	1953	3	74	..	74	130	342
	1954	2	138	..	138	375	1,242
	1955	1	16	..	16	144	620
Australia ..	1939	416	143,228	9,602	152,830	459,154	455,716
	1953	1,459	483,800	12,246	496,046	1,050,830	3,337,437
	1954	1,490	355,580	14,494	370,074	901,639	3,021,211
	1955	1,532	424,340	20,307	444,647	1,010,884	3,310,321

(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.—The following table gives particulars of industrial disputes during 1955 in the three groups "Coal-mining", "Stevedoring" and "Other Industries", classified according to duration.

**DURATION OF INDUSTRIAL DISPUTES : AUSTRALIA, 1955.**

Limits of Duration.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
1 day and less .. ..	518	217	161	896
2 days and more than 1 day .. ..	138	66	58	262
3 days and more than 2 days .. ..	65	15	48	128
Over 3 days and less than 1 week .. ..	26	5	41	72
1 week and less than 2 weeks .. ..	24	5	76	105
2 weeks and less than 4 weeks .. ..	5	..	37	42
4 weeks and less than 8 weeks .. ..	..	..	17	17
8 weeks and over .. ..	1	..	9	10
<b>Total .. ..</b>	<b>777</b>	<b>308</b>	<b>447</b>	<b>1,532</b>

DURATION OF INDUSTRIAL DISPUTES : AUSTRALIA, 1955—*continued.*

Limits of Duration.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
<b>WORKERS INVOLVED.</b>				
1 day and less .. .. .	85,802	111,973	72,693	270,468
2 days and more than 1 day .. .. .	29,267	35,148	22,994	87,409
3 days and more than 2 days .. .. .	10,051	2,802	16,008	28,861
Over 3 days and less than 1 week .. .. .	3,093	960	11,578	15,631
1 week and less than 2 weeks .. .. .	4,966	1,362	14,094	20,422
2 weeks and less than 4 weeks .. .. .	1,231	..	12,518	13,749
4 weeks and less than 8 weeks .. .. .	..	..	3,542	3,542
8 weeks and over .. .. .	1,133	..	3,432	4,565
<b>Total .. .. .</b>	<b>135,543</b>	<b>152,245</b>	<b>156,859</b>	<b>444,647</b>

**WORKING DAYS LOST.**

1 day and less .. .. .	85,470	81,595	50,636	217,701
2 days and more than 1 day .. .. .	46,266	50,687	42,368	139,321
3 days and more than 2 days .. .. .	25,765	7,673	45,163	78,601
Over 3 days and less than 1 week .. .. .	12,146	2,988	44,265	59,399
1 week and less than 2 weeks .. .. .	33,279	9,578	81,574	124,431
2 weeks and less than 4 weeks .. .. .	11,570	..	128,082	139,652
4 weeks and less than 8 weeks .. .. .	..	..	93,852	93,852
8 weeks and over .. .. .	10,840	..	147,087	157,927
<b>Total .. .. .</b>	<b>225,336</b>	<b>152,521</b>	<b>633,027</b>	<b>1,010,884</b>

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

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

As the items included under these headings differ somewhat from those included under the similar headings used for classifying causes of disputes in years prior to 1950, figures for the years 1950 to 1955 are not strictly comparable with those for earlier years.

(ii) *Years 1939 and 1951 to 1955.* The following table gives particulars of industrial disputes according to causes for the years 1939 and 1951 to 1955.

## CAUSES OF INDUSTRIAL DISPUTES : AUSTRALIA.

Cause of Dispute.	1939.	1951.(a)	1952.(a)	1953.(a)	1954.(a)	1955.(a)
NUMBER OF DISPUTES.						
Wages, Hours and Leave .. .. .	96	186	161	105	100	201
Physical Working Conditions and Managerial Policy .. .. .	197	803	967	896	975	887
Trade Unionism .. .. .	50	159	204	187	160	172
Other .. .. .	73	196	295	271	255	272
<b>Total .. .. .</b>	<b>416</b>	<b>1,344</b>	<b>1,627</b>	<b>1,459</b>	<b>1,490</b>	<b>1,532</b>

WORKERS INVOLVED.						
Wages, Hours and Leave .. .. .	29,290	117,409	201,274	89,443	42,923	139,522
Physical Working Conditions and Managerial Policy .. .. .	56,783	151,655	183,123	218,809	214,060	184,449
Trade Unionism .. .. .	18,651	27,684	51,819	26,176	45,437	37,998
Other .. .. .	48,106	111,844	69,518	161,618	67,654	82,678
<b>Total .. .. .</b>	<b>152,830</b>	<b>408,592</b>	<b>505,734</b>	<b>496,046</b>	<b>370,074</b>	<b>444,647</b>

WORKING DAYS LOST.						
Wages, Hours and Leave .. .. .	128,525	338,026	545,017	208,776	136,738	467,591
Physical Working Conditions and Managerial Policy .. .. .	189,510	359,383	444,286	657,835	413,118	398,147
Trade Unionism .. .. .	54,749	67,280	93,133	58,038	278,332	62,103
Other .. .. .	86,370	108,285	81,068	126,181	73,451	83,043
<b>Total .. .. .</b>	<b>459,154</b>	<b>872,974</b>	<b>1,163,504</b>	<b>1,050,830</b>	<b>901,639</b>	<b>1,010,884</b>

(a) Owing to the use of a new classification, figures for 1951 to 1955 are not strictly comparable with those for years prior to 1950.

(iii) Year 1955. The following table shows particulars of industrial disputes for 1955 classified according to cause in three industry groups :—

## CAUSES OF INDUSTRIAL DISPUTES : AUSTRALIA, 1955.

Cause of Dispute.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
Wages, Hours and Leave .. .. .	6	31	164	201
Physical Working Conditions and Managerial Policy .. .. .	445	210	232	887
Trade Unionism .. .. .	119	19	34	172
Other .. .. .	207	48	17	272
<b>Total .. .. .</b>	<b>777</b>	<b>308</b>	<b>447</b>	<b>1,532</b>

WORKERS INVOLVED.				
Wages, Hours and Leave .. .. .	7,443	49,210	82,869	139,522
Physical Working Conditions and Managerial Policy .. .. .	66,934	66,498	51,017	184,449
Trade Unionism .. .. .	20,488	4,910	12,600	37,998
Other .. .. .	40,678	31,627	10,373	82,678
<b>Total .. .. .</b>	<b>135,543</b>	<b>152,245</b>	<b>156,859</b>	<b>444,647</b>

WORKING DAYS LOST.				
Wages, Hours and Leave .. .. .	7,680	46,336	413,575	467,591
Physical Working Conditions and Managerial Policy .. .. .	122,111	81,714	194,322	398,147
Trade Unionism .. .. .	44,405	3,515	14,183	62,103
Other .. .. .	51,140	20,956	10,947	83,043
<b>Total .. .. .</b>	<b>225,336</b>	<b>152,521</b>	<b>633,027</b>	<b>1,010,884</b>

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

7. **Methods of Settlement.**—The following table shows particulars of industrial disputes for 1955 classified according to method of settlement, in three industry groups:—

**INDUSTRIAL DISPUTES : METHODS OF SETTLEMENT, AUSTRALIA, 1955.(a)**

Method of Settlement.	Coal-mining.	Stevedoring.	Other Industries.	All Industries.
NUMBER OF DISPUTES.				
1. By private negotiation .. .. .	126	20	134	280
2. By mediation not based on legislation .. .. .	2	..	4	6
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	..	..	86	86
(b) By reference to State Government officials .. .. .	1	..	..	1
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	..	33	33
(ii) Coal Industry Acts .. .. .	51	..	..	51
(iii) Stevedoring Industry Act .. .. .	..	12	..	12
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	4	46	5	55
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	592	228	183	1,003
8. By other methods .. .. .	..	2	..	2
Total .. .. .	776	308	445	1,529

WORKERS INVOLVED.

1. By private negotiation .. .. .	15,187	6,601	40,784	62,572
2. By mediation not based on legislation .. .. .	152	..	2,581	2,733
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	..	..	31,048	31,048
(b) By reference to State Government officials .. .. .	100	..	..	100
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	..	4,211	4,211
(ii) Coal Industry Acts .. .. .	8,437	..	..	8,437
(iii) Stevedoring Industry Act .. .. .	..	770	..	770
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	1,387	7,309	306	9,002
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	109,147	137,391	77,888	324,426
8. By other methods .. .. .	..	174	..	174
Total .. .. .	134,410	152,245	156,818	443,473

WORKING DAYS LOST.

1. By private negotiation .. .. .	32,805	8,925	243,286	285,016
2. By mediation not based on legislation .. .. .	351	..	10,167	10,518
3. State legislation—				
(a) Under State Conciliation, etc., legislation .. .. .	..	..	163,567	163,567
(b) By reference to State Government officials .. .. .	100	..	..	100
4. Commonwealth and Commonwealth-State legislation—				
(a) Industrial Tribunals under—				
(i) Conciliation and Arbitration Act .. .. .	..	..	20,728	20,728
(ii) Coal Industry Acts .. .. .	32,585	..	..	32,585
(iii) Stevedoring Industry Act .. .. .	..	939	..	939
(iv) Other Acts .. .. .	..	..	..	..
(b) By reference to Commonwealth Government officials .. .. .	6,650	10,641	768	18,059
5. By filling places of workers on strike or locked out .. .. .	..	..	..	..
6. By closing down establishment permanently .. .. .	..	..	..	..
7. By resumption without negotiation .. .. .	142,005	131,717	194,169	467,891
8. By other methods .. .. .	..	299	..	299
Total .. .. .	214,496	152,521	632,685	999,702

(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, 1955 will be found in *Labour Report* No. 43, pp. 125-133.

## 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 VIII. of the Conciliation and Arbitration Act 1904–1956 any association of employers in any industry who have, or any employer who has, employed, on an average taken per month, not less than 100 employees during the six months preceding application for registration, or any association of not less than 100 employees in any industry may be registered.\* Registered unions include both interstate associations and associations operating within one State only. Registration under Commonwealth legislation began in 1906. At the end of 1955 the number of employers' organizations registered under the provisions of the Commonwealth Conciliation and Arbitration Act was 56. The number of unions of employees registered at the end of 1955 was 152, with a membership of 1,469,045 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.

(ii) *Number and Membership.* Returns showing membership by States as at 31st December each year are obtained for all trade unions and employee organizations. The affairs of single organizations are not disclosed in the published results and this has assisted in securing complete information. The Bureau is indebted to the secretaries of trade unions for their co-operation in supplying information. The substantial increase in the number of members of trade unions in 1954 was partly the result of an amendment to the New South Wales Industrial Arbitration Act 1940–1953, which gave absolute preference of employment to members of appropriate trade unions, and also made it compulsory for persons over 18 years of age, working under State awards or agreements (except students, those holding managerial positions, conscientious objectors and ex-servicemen), to join an appropriate trade union. The following table shows the position at the end of 1939, 1954 and 1955.

TRADE UNIONS : NUMBER AND MEMBERSHIP.

State or Territory.	Number of Separate Unions.			Number of Members.			Percentage Increase in Membership.(a)		
	1939.	1954.	1955.	1939.	1954.	1955.	1939.	1954.	1955.
New South Wales	200	228	235	358,391	732,737	731,960	3.4	10.1	-0.1
Victoria ..	149	158	160	216,803	433,891	446,372	0.8	2.2	2.9
Queensland ..	114	129	130	180,653	305,304	305,509	6.5	6.9	0.1
South Australia	117	138	138	67,282	147,555	146,422	8.7	5.3	-0.8
Western Australia	141	154	154	67,833	109,589	111,959	0.1	1.8	2.2
Tasmania ..	79	98	101	22,062	50,290	51,401	4.8	4.1	2.2
Northern Territory	4	18	20	761	2,168	2,440	5.6	-14.5	12.5
Australian Capital Territory ..	15	29	32	1,685	5,970	5,799	9.6	13.7	-2.9
Australia ..	(b) 380	(b) 371	(b) 372	915,470	1,787,504	1,801,862	3.4	6.4	0.8

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

NOTE.—Minus sign (—) denotes decrease.

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

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

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

(iii) *Classification in Industrial Groups.* The following table shows the number of unions and members thereof in Australia at the end of each of the years 1939, 1954 and 1955. Compared with that in 1939, membership in 1955 had increased by 97 per cent.

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

Industrial Group.	1939.		1954.		1955.	
	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	43,572	6	47,678
II. Engineering, Metal Works, etc. . .	22	99,731	15	258,838	15	266,897
III. Food, Drink, Tobacco, etc. . .	35	80,328	39	104,335	37	106,865
IV. Clothing, Textiles, etc. . .	12	68,847	6	117,292	7	107,618
V. Books, Printing, etc. . .	8	22,303	6	38,912	6	41,514
VI. Other Manufacturing . . .	37	52,074	36	84,456	36	85,023
VII. Building . . .	28	45,651	28	143,071	29	134,224
VIII. Mining, Quarrying, etc. . .	13	48,812	13	49,833	13	46,641
IX. Railway and Tramway Services	29	105,938	26	143,680	25	146,401
X. Air and Other Land Transport	6	19,488	9	62,025	9	66,627
XI. Shipping, etc. . .	21	28,760	13	40,372	14	41,612
XII. Pastoral, Agricultural, etc. . .	5	40,276	3	63,831	3	66,224
XIII. Domestic, Hotels, etc. . .	18	13,177	12	36,611	12	37,722
XIV. Miscellaneous—						
(i) Banking, Insurance and Clerical . . .	20	39,013	18	112,946	19	114,218
(ii) Public Service . . .	50	89,848	61	202,797	62	203,437
(iii) Retail and Wholesale . . .	8	36,290	13	72,664	12	71,583
(iv) Municipal, Sewerage and Labouring . . .	11	46,552	10	81,115	10	83,572
(v) Other Miscellaneous . . .	53	50,392	57	131,154	57	134,006
<b>Total . . .</b>	<b>380</b>	<b>915,470</b>	<b>371</b>	<b>1,787,504</b>	<b>372</b>	<b>1,801,862</b>

(a) Without interstate duplication. See letterpress above.

(iv) *Number of Members and Proportion of Wage and Salary Earners.* The following table shows the estimated percentages of wage and salary earners in employment who are members of trade unions. As current estimates of wage and salary earners in employment do not include employees engaged in rural industry or females in private domestic service the percentages have been calculated on figures obtained by adding to the end of year estimates (see page 186) the number of employees in rural industry and females in private domestic service recorded at the 1947 and 1954 Censuses. For this reason, and also because the membership of trade unions includes some persons not in employment, the percentages shown in the table must be regarded as approximations.

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

Year.	Number of Members.			Proportion of Total Wage and Salary Earners. (Per cent.)		
	Males.	Females.	Persons.	Males.	Females.	Persons.
1939 . . .	778,336	137,134	915,470	52	24	44
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
1954 . . .	1,448,223	339,281	1,787,504	68	44	62
1955 . . .	1,464,016	337,846	1,801,862	68	43	61

(v) *Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated unions in 1955 :—

**INTERSTATE OR FEDERATED TRADE UNIONS(a) : AUSTRALIA, 1955.**

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
Number of Unions .. ..	14	9	21	32	65	141
„ „ Members .. ..	34,536	59,752	144,282	420,769	925,723	1,585,062

(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 141 in 1955, and the ratio of the membership of such organizations to the total membership of all organizations rose from 65 to 88 per cent. during the same period.

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

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith in each State at the end of the year 1955 :—

**CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AND BRANCH UNIONS AFFILIATED, 1955.**

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W.A.	Tas.	N.T.	A.C.T.	Total.
Number of Councils .. ..	11	9	13	6	10	5	..	1	55
Number of Unions and Branch Unions affiliated .. ..	287	263	152	132	397	103	..	22	1,356

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

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

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

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

## § 2. International Labour Organization.

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

In 1940, in order to ensure that the I.L.O. should be able to continue to function freely, a working centre was established at Montreal, Canada. In 1946 the Organization became the first of the specialized agencies of the United Nations. Under the terms of agreement, the United Nations recognizes the I.L.O. as a specialized agency having responsibility in the field defined by its constitution, which embraces labour conditions, industrial relations, employment organization, social security and other aspects of social policy. The Organization has three basic parts. These are the International Labour Conference, its highest authority, which, as a rule, meets annually; the Governing Body, its executive council, which usually meets four times each year; and the International Labour Office, which provides the secretariat of the Organization. The Conference is composed of delegations from the Member States of the Organization. In August, 1956, there were 76 Member States, each of which is entitled to be represented by four delegates—two Government, one representing employers and one representing workers, together with their advisers. 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 39th Session, held in Geneva in June, 1956.

## H. COMPARATIVE INDEX NUMBERS.

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

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

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

Period.	Retail Price Index Numbers.					Nominal Wages, Adult Males.	Real Wages. (c)
	Food and Groceries.	Rent (4 and 5 Roomed Houses). (b)	Clothing.	Miscellaneous.	Total "C" Series Index.		
Year—							
1911 .. ..	1,000	1,000	(d)1,000	(d)1,000	(d)1,000	1,000	1,000
1914 .. ..	1,144	1,082	1,140	1,140	1,140	1,081	948
1921 .. ..	1,902	1,410	1,883	1,537	1,680	1,826	1,087
1928 .. ..	1,761	1,743	1,507	1,537	1,675	1,963	1,172
1932 .. ..	1,425	1,336	1,215	1,458	1,377	1,639	1,190
1938 .. ..	1,584	1,540	1,253	1,463	1,488	1,799	1,209
1939 .. ..	1,657	1,577	1,271	1,465	1,526	1,846	1,210
1947 .. ..	1,967	1,597	2,367	1,825	1,971	2,598	1,318
1948 .. ..	2,245	1,601	2,637	1,913	2,148	2,914	1,357
1949 .. ..	2,492	1,605	3,019	2,037	2,349	3,210	1,367
1950 .. ..	2,800	1,613	3,455	2,184	2,589	3,596	1,389
1951 .. ..	3,649	1,649	4,156	2,555	3,124	4,495	1,439
1952 .. ..	4,516	1,728	4,657	2,980	3,645	5,241	1,438
1953 .. ..	4,723	1,861	4,872	3,126	3,820	5,539	1,450
1954 .. ..	4,776	1,949	4,865	3,139	3,860	5,632	1,459
1955 .. ..	5,027	2,005	4,894	3,168	3,970	5,773	1,454
Quarter—							
1955—							
March .. ..	4,882	1,983	4,865	3,115	3,898	5,720	1,467
June .. ..	4,952	1,997	4,898	3,151	3,941	5,746	1,458
September ..	5,103	2,014	4,903	3,168	4,001	5,774	1,443
December ..	5,169	2,025	4,910	3,239	4,041	5,853	1,448

(a) The index numbers given in the separate columns of the table cannot be compared with each other in order to show, for example, the relative cost of food and groceries and rent, since the cost in 1911 in each group or combination of groups is made equal to 1,000. (b) See footnote (b) on page 149.

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