

CHAPTER XII.—LABOUR, WAGES AND PRICES.

A.—RETAIL PRICES AND PRICE INDEXES.

§ 1. Collection of Information as to Retail Prices.

The retail prices of the extensive range of commodities and services in common demand (commonly referred to as the "regimen") used in compiling the All Items ("C" Series) Retail Price Index have been ascertained at frequent and regular intervals since 1923 for each of the six capital cities and for 27 of the more important towns of Australia. Comparable information is available for the month of November in each year 1914 to 1922 for each of the six capital cities. The complete list of items covered by the retail price regimen is published in the annual *Labour Report*, and a summary of the main groups and sections of the regimen is given in § 6 hereof.

The retail prices of food and groceries in approximately 200 towns throughout Australia were collected as at November of each year from 1913 to 1942, when collection was temporarily suspended as a war-time economy.

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

The methods by which prices used in the "C" Series Retail Price Index are ascertained and the measures adopted to ensure their accuracy and comparability are briefly as follows :—

- (i) Representative and reputable retailers are selected for each city and town covered by the Index and each is required to furnish a return of prices monthly in respect of food and groceries and quarterly in respect of other items. Prices for each item are obtained where practicable from about ten retailers in each of the capital cities, and from about five retailers in each of the provincial towns.
- (ii) These returns are collected under authority of the *Census and Statistics Act* 1905-1946, which requires that returns be supplied accurately and promptly and ensures that particulars supplied by individual retailers will not be divulged to competitors or to any other person or Government authority. Penalties are provided against failure to supply returns, against supplying false information and against failure to answer truthfully any question asked by an authorized officer in respect of the contents of the return.
- (iii) The actual collection of returns is carried out by qualified Field Officers of the Commonwealth Bureau of Census and Statistics working under the supervision of the Statisticians of the respective States. These Field Officers have very wide powers of investigation, including entry of premises and inspection of goods, records, etc.

- (iv) The Field Officers not only receive and check returns but visit the retail shops concerned, whenever necessary, to verify returns. In respect of articles of clothing and the like, where variation of quality may be considerable, Field Officers are equipped with samples of the goods used for price comparisons. In such cases the Field Officers visit every retail informant at each quarterly collection and personally inspect the relevant goods and prices thereof.
- (v) Before each quarterly collection Supervising Field Officers review the standards of the whole of the items for which prices are collected after making extensive inquiries among manufacturers, wholesalers and retailers. These Supervising Field Officers periodically accompany Field Officers at their price collections and check their work. This not only ensures accuracy and assiduity but also that all Field Officers work on uniform lines and that, as far as care and effort can make it possible, prices for identical goods and quality will be recorded at all times and for all places.
- (vi) The list of items in the regimen and the standards thereof are revised from time to time to keep them in harmony with changing conditions. Where such changes become necessary suitable adjustment is made in computing the retail price index to ensure that it reflects changes in price with due precision and that it is not vitiated by the influence of other changes. (See also § 8 hereof.)
- (vii) Returns of rents for unfurnished houses of four and five rooms are made at the middle of each quarter by a representative number (ranging up to 30) of house agents in each city and town covered by the Index, for brick and wooden houses respectively, classified according to number of rooms. These returns show the weekly rental of a substantial number of individual houses, each of which is selected by the Field Officer as suitable for inclusion in a sample designed to measure the quarterly ratio of change in weekly rentals. The aim is to measure variations which may be equivalent to change in price for a constant standard. The ratio of change is used to vary basic average rentals derived from the Census of 1933 and other records. Although expressed in money terms, the average rentals as published are essentially indexes. As such they do not necessarily indicate the average amount of rental actually paid for all rented houses, and still less do they indicate the rental at which vacant or new houses can be rented.

§ 2. Retail Price Indexes.

1. **General.**—The basic principle of a retail price index is relatively simple. It is to select commodities representative of the field to be covered and to combine their prices at regular intervals in accordance with their relative importance in that field. The aim is to measure the degree of change in prices for the selected field taken as a whole.

In practice the application of this principle over a term of years presents great difficulty by reason of the numerous changes which occur in the type, grade and relative quantities of many of the items commonly used.

A full explanation of the methods adopted and an analysis of problems involved is contained in the Appendix to *Labour Report* No. 9.

For convenience the group of selected items is called a "regimen", and the quantities consumed per annum of each item used in the index are called "mass units" or "weights". These terms are used herein. In compiling the index the price of each item is multiplied by its quantity "weight", and then by its appropriate population or household "weight". The sum of these products for all items at any given date represents an "aggregate expenditure". The "aggregate expenditures" for successive periods are converted into an index by denoting the aggregate of a selected or "base" period as 1,000, and calculating all index-numbers to such base by the proportions which their aggregates bear to that of the base period. (See also § 6 (2) hereof.)

2. **Essential Features.**—Apart from clear thinking, common sense and sound arithmetic, the prime essentials in compiling a retail price index are—

- (a) that prices be accurately ascertained at regular intervals for goods of constant grade and quality;
- (b) that the regimen be as representative as possible of the field to be covered;
- (c) that the weights be in approximate proportion to quantities actually used in the selected field.

3. **The Regimen.**—The regimen must be a selected regimen because it is impossible in practice to ascertain at regular intervals prices of every item of goods and services entering into household expenditure. Even in normal times there is considerable difficulty in ensuring that the selected items are always a true sample. Some items which it would be desirable to include must be excluded because comparative prices cannot be accurately ascertained for them at different times and different places. It is deemed better to limit the regimen of the index to items for which price variations can be ascertained with reasonable accuracy than to distend the regimen by including items for which price comparisons are necessarily inaccurate. Similarly, many items of small aggregate or individual importance are excluded. The regimen of the index therefore is not (as is sometimes erroneously supposed) a basic wage regimen nor yet is it a full list of component items in a standard of living. It does not imply that any particular goods or any selected grades or quantities of these goods should enter into determination of a basic or living wage. In fact the regimen used for the "C" Series Retail Price Index is simply a selected list of items combined in certain proportions for purpose of measuring price variations. The items are representative of the fields covered, and the proportions approximate to those in average consumption so far as can be ascertained.

The regimen and "weights" used in the "C" Series Retail Price Index are published in full in the annual *Labour Report*. The regimen at the moment comprises 160 commodities and services, consisting of 20 items of Groceries; 6 of Dairy Produce; 15 of Meat; 1 of Rent; 77 of Clothing and Footwear; and 41 of Miscellaneous Household Expenditure comprising Household Drapery (9), Household Utensils (20), Fuel and Light (4), Union and Lodge Dues, Medicine, Newspapers, Recreation, Smoking, Fares and School Requisites (8).

4. **Purpose of Retail Price Indexes.**—The retail price indexes are designed to measure the extent of changes in price levels only. While they may be used as indicating proportionate variations in cost of a *constant* standard of living, they do not measure the absolute cost of any standard of living, nor the cost of changes in the standard of living. In other words, they measure, as nearly as may be, the proportionate change in aggregate cost of specified quantities and qualities of the selected regimen of items included in the index. The regimen is representative of a high proportion of the expenditure of wage-earner households.

5. **Effects of War Conditions on Indexes.**—Under war-time conditions scarcity of certain types of goods, erratic supply and changes of grade due to standardization have created unusual difficulty in obtaining the data necessary for measuring variations in prices. In some instances, this has rendered it necessary to substitute new grades,

qualities or types of articles for those formerly used as indicators of changes in price. This has been the case more particularly in the clothing, household drapery and household utensils sections of the regimen. Substitutions of similar kind were necessary at times under normal conditions in order to meet changes of fashion and usage. In themselves, such substitutions are not injurious to the index provided the transitional difficulties can be solved as they arise. No change in principle is involved. The index continues to measure as accurately as may be, price variations, and price variations only. Just as in the pre-war period, application of multipliers (called "grafting factors") serves to neutralize those differences in prices which are solely due to substitution of a new item for one which has ceased to be available or in common use. The net effect of this process is that the price of the old item is taken as typical of price variation in its class up to the time of substitution, and the prices of the new item as typical of such changes in price thereafter.

In normal times, popular usage of items in general consumption changes slowly, and the weight of items and groups in the regimen is changed only at long intervals. In war-time, scarcity of supplies of some goods, rationing and kindred factors actually produce substantial changes in usage both long term and short term. The weights applicable to the items in the regimen, however, have not been changed and continue as in pre-war years. (See § 3 (3) hereof.)

The "C" Series Index, as published, measures the aggregate variation in prices of the regimen of items adopted in peace times in peace-time proportion. This ensures comparability of the index on that specific basis. Its practical significance under war conditions is limited because a single index cannot take into account all changes that occur.

If it were practicable, it would be desirable to compile an additional index to measure variations over the war period, having regard to the fact that the relative consumptions of some items of the regimen have been altered by war conditions, and that the prices of some items not included in the regimen have moved differently from the variations recorded by the "C" Series Index. This would provide an alternative method of comparison presenting another aspect of price movement in war-time.

§ 3. Various Series of Retail Price Index-Numbers.

Two main series of retail price index-numbers are compiled and shown in some detail in the following pages, viz. :—

- (i) the "B" Series Index relating only to food, groceries and housing, continuously available since 1907;
- (ii) the "C" Series Index relating to food, groceries, housing, clothing, household drapery and utensils, fuel and light, and other miscellaneous items of household expenditure, continuously available from 1914.

The "B" Series Index comprises only the food, groceries and housing sections of the "C" Series Index.

The "C" Series Index in total, subject to consideration of special war-time influences, provides a reliable measure of aggregate variations in retail prices (as well as of group indexes for component sections) of a high percentage of goods and services used in wage-earner households. This index is compiled for—

- (a) the capital city of each of the six States,
- (b) four other principal towns in each of the six States,
- (c) the weighted average of five towns (including capital city) in each of the six States,
- (d) the weighted average for the six capital cities combined,
- (e) the weighted average for the thirty towns (including capital cities),
- (f) separate indexes for Warwick, Port Augusta, Whyalla (commenced September quarter, 1946) and Canberra.

The "C" Series Index forms the basis of the "Court" Series Index used by the Commonwealth Court of Conciliation and Arbitration for the "cost of living" adjustments of wages prescribed by awards made by the Court. (See § 9 of this Chapter.)

§ 4. Retail Price Levels ("C" Series Index) 1914-1946.

The aggregate indexes for 1914, 1921, 1929, 1939 and 1941 to 1946 for the Thirty Towns are published in summary form on page 449 hereof, while the following table furnishes the relevant 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.

ALL ITEMS ("C" SERIES) RETAIL PRICE INDEX-NUMBERS.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base : 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.)
1945, December Quarter	..	..	..	1,129
1946, December Quarter	..	..	..	1,156

The index reveals a rise of approximately 32 per cent. during the first world war, followed by a further rise of 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, 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; while at December quarter, 1946, the level was almost identical with that of the 1920 peak period.

Immediately after the outbreak of the war price control was established by the Government under Regulations dated 28th September, 1939, and a national policy of price stabilization was applied as from 12th April, 1943, backed by more stringent price control and price subsidies. The retail price level, as measured by the index, remained relatively steady throughout 1944 and 1945 at the level of March, 1943. This stabilized level was approximately 23 per cent. above that of 1939 and 63 per cent. above the level prevailing at the beginning of the first world war in 1914.

An account of price control measures and of price stabilization in Australia is published on pp. 458-463.

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 :—

THE ALL ITEMS (" C " SERIES) RETAIL PRICE INDEX AND ITS " GROUP " INDEX-NUMBERS(a) FOR THE SIX CAPITAL CITIES COMBINED, 1914 TO 1946.

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

Period.	Food and Groceries.	Rent (4 and 5 Rooms). (b)	Food, Groceries and Rent (4 and 5 Rooms) (" B " Series).	Clothing.	Miscellaneous.	All Items (" C " Series) Index.
1914 (c)	641	649	644	754	749	687
1915 (c)	842	659	777	792	786	782
1916 (c)	812	665	760	881	802	795
1917 (c)	836	685	782	992	882	847
1918 (c)	861	722	812	1,097	972	905
1919 (c)	1,026	768	934	1,238	1,036	1,022
1920 (c)	1,209	851	1,082	1,305	1,194	1,166
1921 (c)	950	877	924	1,246	1,010	1,013
1922 (c)	945	929	939	1,052	999	975
1923.. ..	1,009	950	988	1,045	999	1,003
1924.. ..	969	988	975	1,003	1,004	987
1925.. ..	998	1,008	1,002	991	992	997
1926.. ..	1,023	1,026	1,024	986	998	1,011
1927.. ..	1,000	1,030	1,011	975	1,008	1,002
1928.. ..	985	1,066	1,014	997	1,010	1,009
1929.. ..	1,044	1,073	1,054	996	1,007	1,033
1930.. ..	941	1,047	978	951	999	975
1931.. ..	826	901	852	853	973	873
1932.. ..	796	817	803	804	958	830
1933.. ..	751	804	768	787	950	804
1934.. ..	783	810	792	785	944	817
1935.. ..	806	839	818	783	946	832
1936.. ..	825	879	844	792	947	850
1937.. ..	851	912	872	811	960	873
1938.. ..	886	942	906	829	961	897
1939.. ..	927	965	939	841	962	920
1940.. ..	939	973	950	956	998	957
1941.. ..	947	976	956	1,118	1,060	1,008
1942.. ..	1,031	976	1,007	1,308	1,112	1,091
1943.. ..	1,037	975	1,011	1,440	1,160	1,131
1944.. ..	1,026	976	1,004	1,435	1,165	1,126
1945.. ..	1,034	975	1,009	1,425	1,161	1,126
1946.. ..	1,036	976	1,010	1,505	1,167	1,145
Quarter—						
1939—March ..	935	959	942	832	960	919
June ..	925	963	938	836	961	917
September ..	920	967	936	836	961	916
December ..	927	969	941	858	967	926
1942—March ..	991	977	983	1,216	1,095	1,053
June ..	1,025	976	1,003	1,285	1,099	1,081
September ..	1,055	976	1,022	1,342	1,110	1,106
December ..	1,051	976	1,019	1,388	1,144	1,122
1943—March ..	1,040	975	1,012	1,409	1,149	1,123
June ..	1,058	975	1,023	1,466	1,158	1,143
September ..	1,036	975	1,010	1,450	1,165	1,133
December ..	1,015	975	997	1,436	1,168	1,123
1944—March ..	1,020	976	1,000	1,434	1,166	1,124
June ..	1,026	976	1,004	1,429	1,165	1,125
September ..	1,036	975	1,010	1,433	1,164	1,129
December ..	1,022	975	1,002	1,442	1,163	1,126
1945—March ..	1,028	975	1,005	1,421	1,161	1,123
June ..	1,037	975	1,011	1,416	1,161	1,125
September ..	1,040	975	1,013	1,415	1,161	1,126
December ..	1,030	975	1,007	1,448	1,161	1,129
1946—March ..	1,036	976	1,010	1,456	1,164	1,134
June ..	1,042	976	1,014	1,494	1,167	1,145
September ..	1,029	976	1,006	1,521	1,167	1,146
December ..	1,037	976	1,011	1,550	1,170	1,156

(a) See footnote (a) on page 443.

(b) See footnote (b) on page 443.

(c) November.

§ 5. Increases in Retail Prices since Outbreak of War in 1939.

i. Australia.—The following statement shows for the Six Capitals separately, and as a whole, the percentage increases which have taken place in retail prices of items included in the "C" Series Index from the September quarter, 1939 to the December quarter, 1946, inclusive. The proportionate increase in the total index for each capital city is shown in the line marked "Total". The column headed "C" Series Index dissects the total percentage rise to show what part of it was due to the rise in prices in each of the four main groups of items. Thus, of the 26.2 per cent. increase for Sydney 4.5 was due to food and groceries, 0.1 to house rent, 16.9 to clothing and 4.7 to miscellaneous items. The column headed "Group Index" shows the percentage increase in prices of items in each group considered as a group. Thus for Sydney, prices in the food and groceries group increased by 12.6 per cent., house rents by 0.4 per cent., prices of clothing by 84.9 per cent. and prices of miscellaneous items by 25.1 per cent. These when weighted and combined in the proportions of the "C" Series Index showed a rise of 26.2 per cent. For the Six Capital Cities as a whole the increase over the war period shown was 26.2 per cent.

ALL ITEMS ("C" SERIES) RETAIL PRICE INDEX.

PERCENTAGE INCREASES SEPTEMBER QUARTER, 1939 TO DECEMBER QUARTER, 1946.

Group.	Sydney.		Melbourne.		Brisbane.	
	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food and Groceries	4.5	12.6	4.4	12.0	5.8	16.5
House rent ..	0.1	0.4	0.4	1.7	0.2	0.9
Clothing ..	16.9	84.9	17.4	88.5	18.2	86.1
Miscellaneous ..	4.7	25.1	3.8	19.6	4.0	19.5
Total ..	26.2	26.2	26.0	26.0	28.2	28.2

Group.	Adelaide.		Perth.		Hobart.		Six Capitals.(a)	
	"C" Series Index.	Group Index.						
	Per cent.	Per cent.						
Food and Groceries	4.3	12.2	4.3	11.4	6.7	18.3	4.6	12.7
House rent ..	0.1	0.6	0.1	0.6	0.2	1.0	0.2	0.9
Clothing ..	16.3	77.6	17.3	85.2	17.2	82.9	17.2	85.4
Miscellaneous ..	4.2	19.8	4.0	20.4	3.5	18.1	4.2	21.7
Total ..	24.9	24.9	25.7	25.7	27.6	27.6	26.2	26.2

(a) Weighted average.

The foregoing comparisons refer to two points of time (i.e., the months immediately preceding the war and the closing months of 1946, at each of which special temporary factors may have influenced relative price levels. For instance, prices of certain foods (e.g., meat) fluctuate with seasonal conditions. The percentage increases shown do not, therefore, necessarily indicate the degree of increase due solely to causes peculiar to the war and immediate post-war period.

2. **International Comparisons.**—The following table shows the increase during this period in Australia and certain other countries. The increases during the first world war have also been included.

RETAIL PRICE INDEX-NUMBERS.

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

Date.	Australia.	Great Britain.	Canada.	New Zealand.	Union of South Africa.	United States of America.
(A) : 1914-1919.						
1914 July	100	100	100	100	100(c)	100
1915 Year	114	125	97	108	103	102
1916 "	116	148	102	115	106	109
1917 "	123	180	130	125	114	128
1918 "	132	203	146	135	118	156
1919 "	149	208	155	145	126	175

(a) November.

(b) Food, Fuel, Light and Rent.

(c) Average for year 1914.

(B) : 1939-1946.

	(a)				(a)	
1939—						
September Quarter ..	100	100	100	100	100	100
1940—Year	105	119	105	104	104	100
1941— "	110	128	111	108	109	105
1942— "	119	129	116	111	118	116
1943— "	124	128	117	114	126	123
1944—				(b)		
March Quarter	123	129	118	114	128	123
June " "	123	129	118	114	130	124
September " "	123	130	118	114	129	126
December " "	123	129	118	114	132	126
Year	123	129	118	114	130	125
1945—						
March Quarter	123	130	118	114	132	126
June " "	123	131	118	114	133	127
September " "	123	132	119	114	133	128
December " "	123	131	119	114	133	128
Year	123	131	119	114	133	127
1946—						
March Quarter	124	131	119	115	134	129
June " "	125	131	121	115	136	131
September " "	125	132	124	115	134	143
December " "	126	131	126	115	136	150
Year	125	131	123	115	135	138

(a) Food, Rent and Miscellaneous Expenditure.
Index (Base December Quarter, 1912 = 100).

(b) Old Index as varied by new War-time

At various stages during the first world war most of these countries introduced some measures of price control. But at an early stage in the second world war these countries introduced price control measures which became more stringent as the war progressed, culminating in a policy of price stabilization.

Immediately after the outbreak of war in September, 1939, the Government took steps to control prices, and, by proclamations issued from day to day, pegged prices of various commodities at those ruling on 31st August, 1939. The National Security (Prices) Regulations, proclaimed on 28th September, 1939, under the authority of the National Security Act, established the basic principles of war-time price control, and provided for the appointment of a Commonwealth Prices Commissioner, and conferred upon him extensive powers to control the price of goods declared for that purpose by the Minister for Trade and Customs. A brief summary of the development of this control is published on pages 458-463.

§ 6. Construction of All Items ("C" Series) Retail Price Index.

I. The Regimen.—The regimen from which the "C" Series Index is compiled consists of a list of commodities and services which commonly enter into the consumption of the average household, and for which comparative prices can be ascertained with due precision from time to time and from place to place. (See § 2 (3 and 4) hereof.) The regimen is divided into the following Groups and Sections :—

Group.	Section.
I. Food and Groceries	A.—Groceries. B.—Dairy Produce. C.—Meat.
II. Housing	D.—House Rent.
III. Clothing	E.—Clothing—Man. F.—Clothing—Woman. G.—Clothing—Boy (10½ years). H.—Clothing—Girl (7 years). J.—Clothing—Boy (3½ years).
IV. Miscellaneous	K.—Household Drapery. L.—Household Utensils. M.—Fuel and Light. N.—Other Miscellaneous.

The "C" Series Index includes the whole of the foregoing Groups, but for many purposes indexes are required for individual Groups or Sections. For this reason the following indexes are regularly compiled at the intervals shown, and published in various publications issued by the Bureau :—

Group.(a)	Content.	Frequency.
I.	Food and Groceries	Monthly
II.	Housing (4 and 5 rooms) (b)	Quarterly
I. and II.	Food, Groceries and Housing (4 and 5 rooms) ("B" Series)	Quarterly
III.	Clothing	Quarterly
IV.	Miscellaneous Household Requirements	Quarterly
I., II., III. and IV.	Food, Groceries, Housing (4 and 5 rooms), Clothing and Miscellaneous ("C" Series)	Quarterly
I.	Food and Groceries ("200 Towns" series) (c)	Yearly

(a) "Group" or "Sectional" index-numbers in the various tables throughout this publication cannot be compared with each other in order to show the relative cost of Food and Groceries, Housing, Clothing or Miscellaneous requirements, since each "Group" or "Section" (or combination thereof) has its own Base = 1,000, viz., the weighted average cost for the Six Capital Cities as a whole during the five-yearly period 1923-1927 for that "Group" or "Section". (b) Rent.—The rent index-numbers shown in the tables in this publication measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Similarly, "average rents" where shown are indexes of "price" changes in rentals expressed in terms of pence. They are not the average of rents actually paid by all tenants of 4 and 5-roomed houses. It would be inappropriate to include the average of rents actually paid in an index designed to measure price changes only. The average of rents actually paid is ascertained periodically by Census methods—see also page 2 of *Labour Report*, No. 35. (c) Compilation suspended as a war-time economy after November, 1942.

For convenience of reference several of the indexes mentioned above have been given the "series" designation shown against them. These indexes are dealt with in turn in the following pages.

2. **The Mass Units (or "Weights").**—The "mass units" (or "weights") are multipliers representing the approximate average annual consumption *per head or per household* under normal conditions. The index-numbers are computed on a "total annual aggregate expenditure" basis, i.e., the total annual expenditure from time to time by a *standard population* in respect of the selected regimen of commodities and services commonly entering into household consumption, and of a constant *standard quality*. As a first step, therefore, it is necessary to multiply the price of each item by its "weight" per head or per household as the case may be. Thus, the "weight" of bread is 100 2-lb. loaves per head; of sugar 100 lb. per head; of towels 3 per household; and of housing 52 rent-weeks per household. The result of this initial calculation is designated the "P.MU" aggregate (i.e., Prices x Mass Units).

The sum of these "P.MU" results for each Section or Group is then multiplied by its appropriate population or household "weight" to produce their respective annual aggregate expenditures. Thus, Sections A to C (Food and Groceries) would be multiplied by the total population; Section D (Housing) by the total number of households; Sections E to J (Clothing) by the proportion of the total population applicable to each; and Sections K to N (Miscellaneous) by the total number of households.

The combination of the aggregates from the last paragraph gives the "total annual aggregate expenditure" for the whole regimen, from which the "C" Series index-number is derived by applying to 1,000 the ratio which the aggregate for any period bears to the aggregate selected as the base period of the Index. In the process of tabulation all prices are converted to pence for these final aggregates.

For tabulating purposes some of these "mass units" are varied when necessary to make up a deficiency or cancel out an excess in the aggregate resulting from a *change in the standard* of any item upon which prices are collected, to ensure that such changes shall not be wrongly recorded by the index as *variations* in prices. The published "mass units", however, still continue to show the correct *relative* consumption "weights" actually applicable to the commodities and services in the regimen for the *constant standards* used in the index. See also § 2 (3) and 6 (3) of this Chapter.

In the case of Food and Groceries (Group I.) the "mass units" adopted are approximately the annual average consumption per head for household purposes of the various articles during the years 1927 to 1929. The "weights" allotted to articles of clothing and miscellaneous household requirements (Groups III. and IV.) are based largely on the results of the inquiries of the Royal Commission on the Basic Wage, which reported in 1920 and 1921. After exhaustive inquiries the Commission published a "regimen" for an average working family of five persons, and set out the constituent items in its "Indicator List". This list, so far as it related to the articles in question was followed substantially in the original compilation of the "C" Series Index, and has been adjusted by subsequent investigations of the Bureau to accord with changes in popular usage. The "weights" allotted to the items have not been adjusted to take account of war-time shortages or rationing, and the index therefore measures war-time price changes in relation to a normal (or pre-war) apportionment of household expenditure. (See § 2 (5) and § 8 (3) hereof.)

3. **Relative "Aggregate Expenditure" of Items and Groups.**—In the *base period* of the index (average of the years 1923 to 1927) the relative importance of each of the four main groups expressed as a percentage of the weighted average "aggregate expenditure" in the Six Capital Cities (from which all relative index-numbers are derived) was—Food and Groceries, 38.66 per cent.; House Rent, 21.26 per cent.; Clothing, 23.04 per cent., and Miscellaneous, 17.04 per cent., as shown in the third column of the following table. Although the "weights" of each item in the regimen are kept virtually constant, the relative "aggregate expenditure" of the various items and groups will, of course, vary from time to time as relative prices change and, in

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addition, the distribution of relative expenditure as between the groups and sections is varied from time to time for "relative weighting" purposes on the basis of the changing relativities of population and households as disclosed by successive Censuses. This, however, does not affect the level of the Index at the point of change, but alters the degree of variation registered by the various groups or sections of the Index.

The percentage distribution for Melbourne in the *base period* was practically identical with that of the Six Capital Cities as a whole, and has continued to be representative of the relative movement of prices in the capital cities up to the present time. For this and other reasons, therefore, the percentage distribution of the Melbourne "aggregate expenditure" for successive December quarters has been published in previous issues of this publication, and the figures for the December quarter, 1946 are shown in the second column of the table for comparison with those of the *base period* of 1923-1927:—

Group.	Section.	Percentage of Aggregate Expenditure.			
		1923-27 (Base). Six Capital Cities.		Dec. Qtr., 1946. Melbourne.	
I. Food and Groceries	{ A Groceries	17.44	} 38.66	11.38	} 32.49
	{ B Dairy Produce	10.28		9.12	
	{ C Meat	10.94		11.99	
II. Housing	D House Rent— (4 and 5 rooms) ..	21.26	21.26	19.44	19.44
III. Clothing	{ E Man	8.69	} 23.04	10.41	} 29.43
	{ F Woman	9.12		14.40	
	{ G Boy, 10½ years	2.89		2.10	
	{ H Girl, 7 years	1.36		1.67	
	{ J Boy, 3½ years	0.98		0.85	
IV. Miscellaneous	{ K Household Drapery	1.09	} 17.04	1.97	} 18.64
	{ L Household Utensils	0.49		0.66	
	{ M Fuel and Light	4.92		4.28	
	{ N Other Miscellaneous	10.54		11.73	
		100.00		100.00	

It should be noted, however, that percentage price variations are measured from the "aggregate expenditures" of the *base period* of the index, and the percentages shown in the foregoing table for the *base period* 1923-1927, therefore, are the proportionate "weights" applicable to the various groups and sections in measuring such variations in the index as a whole calculated to *this base period*, and *not* the percentage "weights" of any other period. For example, those shown for the December quarter, 1946 would only become of significance in the measurement of variations if the latter quarter were adopted as a *new base* for the index.

4. *Base Periods of the Indexes.*—The base period originally adopted by the Bureau for its retail price indexes was the year 1911. When the collection of the prices of clothing and miscellaneous items was undertaken for the purposes of the "C" Series Index, the month of November, 1914, was adopted as the base period for this series. The

desirability of computing retail price indexes to a post-war base was considered by a Conference of Statisticians in 1929, and it was resolved that from 1st January, 1930, the five years 1923-27 should be adopted as the base period, and since this date the retail price indexes have been published on this base. The aggregate to which all index-numbers are related is the weighted aggregate cost of the regimen in the six capital cities during the period taken as base, expressed as an index-number of 1,000.

§ 7. Tabular Statements of Retail Price Index-Numbers.

1. **General.**—The results of inquiries into price movements are available in the following publications :—

(i) *Monthly.*—A mimeographed statement is published each month giving index-numbers for Food and Groceries. The *Monthly Review of Business Statistics* contains annual, quarterly and monthly index-numbers to the latest available date.

(ii) *Quarterly.*—A mimeographed statement is issued about three weeks after the end of each quarter giving the "C" Series index-numbers for that quarter and immediately preceding quarters in respect of each of the 30 cities and towns originally adopted and for certain other towns, e.g., Canberra, for which the "C" Series Index is now compiled. The *Quarterly Summary of Australian Statistics* contains annual, quarterly and monthly index-numbers to the latest available date. This publication also contains the average prices of the items comprising the Food and Groceries regimen, for each month of the last available quarter, in the 30 towns covered by the investigation. Comparative average rents of four and five-roomed houses in these towns are also shown therein.

(iii) *Annual.*—The *Labour Report* contains index-numbers over the past four years, and the monthly and quarterly results for the last two years. The average prices for the last two years of the items of food and groceries, and average house rents for the last five are also published in this report. This publication contains information similar to, but in less detail than, that published in the *Labour Report*.

2. **All Items ("C" Series) Retail Price Index.**—On page 440 is published a table of weighted averages for the six capital cities combined of "C" Series index-numbers, together with index-numbers for each of the four main groups of items in the "C" Series Index for each year 1914 to 1946 and quarterly for the years 1939 and 1942 to 1946.

In the pages immediately following are published :—

- (i) the "C" Series index-number for the last quarter of each year 1939 and 1941 to 1946 (page 447) and for the month of November, 1914-20 (page 448), for each capital city and for the six capital cities combined, showing separate indexes for each of the four main groups of items; and
- (ii) the "C" Series index-numbers for the years 1914, 1921, 1929, 1939 and 1941 to 1946 (page 449) for each of the 30 towns with the weighted averages for each State, the six capital cities and 30 towns, together with index-numbers for the same periods for three additional towns for which this index is tabulated.

ALL ITEMS ("C" SERIES) RETAIL PRICE INDEX-NUMBERS(a) : CAPITAL CITIES.

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

Period.	Sydney.	Mel-bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals. (b)
GROUP I.—FOOD AND GROCERIES.							
Dec. Qtr. 1939 ..	940	942	859	888	926	941	927
" " 1941 ..	969	949	920	915	982	986	954
" " 1942 ..	1,060	1,069	977	1,027	1,048	1,082	1,051
" " 1943 ..	1,015	1,037	950	985	1,045	1,058	1,015
" " 1944 ..	1,022	1,046	959	988	1,049	1,039	1,022
" " 1945 ..	1,029	1,055	963	1,001	1,051	1,062	1,030
" " 1946 ..	1,047	1,044	996	996	1,052	1,084	1,037
GROUP II.—HOUSING (4 AND 5 ROOMS).(c)							
Dec. Qtr. 1939 ..	1,040	960	855	891	882	930	969
" " 1941 ..	1,044	975	860	893	884	933	976
" " 1942 ..	1,042	974	862	893	885	932	976
" " 1943 ..	1,042	974	862	893	885	931	975
" " 1944 ..	1,043	973	863	892	886	933	975
" " 1945 ..	1,043	973	863	892	886	934	975
" " 1946 ..	1,043	973	863	895	886	936	976
GROUPS I. AND II.—FOOD, GROCERIES AND HOUSING ("B" SERIES) INDEX.							
Dec. Qtr. 1939 ..	977	947	855	887	907	935	941
" " 1941 ..	996	957	895	904	942	963	960
" " 1942 ..	1,051	1,030	930	973	982	1,021	1,019
" " 1943 ..	1,023	1,010	914	947	980	1,006	997
" " 1944 ..	1,027	1,015	919	948	983	995	1,002
" " 1945 ..	1,032	1,021	922	957	984	1,010	1,007
" " 1946 ..	1,043	1,014	942	955	985	1,024	1,011
GROUP III.—CLOTHING.							
Dec. Qtr. 1939 ..	854	862	865	869	840	867	858
" " 1941 ..	1,179	1,186	1,186	1,182	1,169	1,184	1,182
" " 1942 ..	1,382	1,423	1,355	1,357	1,355	1,384	1,388
" " 1943 ..	1,449	1,435	1,433	1,422	1,395	1,430	1,436
" " 1944 ..	1,441	1,464	1,430	1,416	1,412	1,424	1,442
" " 1945 ..	1,459	1,445	1,446	1,433	1,423	1,447	1,448
" " 1946 ..	1,555	1,551	1,552	1,529	1,548	1,558	1,550
GROUP IV.—MISCELLANEOUS.							
Dec. Qtr. 1939 ..	943	983	960	1,027	957	945	967
" " 1941 ..	1,072	1,083	1,043	1,156	1,058	1,030	1,080
" " 1942 ..	1,140	1,144	1,109	1,209	1,127	1,095	1,144
" " 1943 ..	1,179	1,157	1,140	1,212	1,140	1,109	1,168
" " 1944 ..	1,169	1,158	1,134	1,213	1,139	1,099	1,163
" " 1945 ..	1,163	1,158	1,133	1,213	1,139	1,099	1,161
" " 1946 ..	1,175	1,165	1,141	1,222	1,147	1,110	1,170
GROUPS I. TO IV.—ALL ITEMS ("C" SERIES) INDEX.							
Dec. Qtr. 1939 ..	943	932	874	906	899	919	926
" " 1941 ..	1,048	1,028	985	1,010	1,012	1,023	1,029
" " 1942 ..	1,138	1,136	1,055	1,100	1,090	1,113	1,122
" " 1943 ..	1,143	1,128	1,068	1,099	1,100	1,117	1,123
" " 1944 ..	1,142	1,138	1,069	1,098	1,104	1,106	1,126
" " 1945 ..	1,147	1,137	1,074	1,106	1,107	1,120	1,129
" " 1946 ..	1,177	1,157	1,110	1,128	1,136	1,155	1,156

(a) See footnote (a) on page 443.

(b) Weighted average.

(c) See footnote (b) on page 443.

ALL ITEMS ("C" SERIES) RETAIL PRICE INDEX-NUMBERS(a) : CAPITAL CITIES, 1914 to 1920.

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

Period.	Sydney.	Mel-bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals. (b)
GROUP I.—FOOD AND GROCERIES.							
Nov. 1914	638	616	614	683	746	687	641
" 1915	844	835	860	858	819	858	842
" 1916	833	791	748	835	854	807	812
" 1917	877	798	825	805	828	949	836
" 1918	877	843	882	862	816	918	861
" 1919	1,073	975	1,069	1,012	987	1,041	1,026
" 1920	1,225	1,220	1,117	1,225	1,113	1,293	1,209
GROUP II.—HOUSING (4 AND 5 ROOMS.) (c)							
Nov. 1914	758	608	463	611	586	525	649
" 1915	780	611	472	574	581	571	659
" 1916	791	625	467	573	592	574	665
" 1917	797	657	492	606	602	586	685
" 1918	832	699	526	656	619	614	722
" 1919	866	744	604	707	650	746	768
" 1920	980	807	634	783	718	904	851
GROUPS I. AND II.—FOOD, GROCERIES AND HOUSING ("B" SERIES) INDEX.							
Nov. 1914	680	613	560	658	689	630	644
" 1915	825	756	722	758	734	756	777
" 1916	818	732	648	742	761	724	760
" 1917	848	748	707	734	748	820	782
" 1918	861	792	756	789	746	810	812
" 1919	1,000	893	904	904	867	936	934
" 1920	1,138	1,074	945	1,068	973	1,155	1,082
GROUP III.—CLOTHING.							
Nov. 1914	755	780	657	756	698	825	754
" 1915	805	797	690	821	760	833	792
" 1916	903	870	779	919	849	940	881
" 1917	1,009	976	899	1,049	980	1,041	992
" 1918	1,102	1,103	1,025	1,066	1,135	1,200	1,097
" 1919	1,237	1,213	1,192	1,303	1,277	1,344	1,238
" 1920	1,323	1,422	1,274	1,384	1,359	1,430	1,365
GROUP IV.—MISCELLANEOUS.							
Nov. 1914	766	728	728	770	780	699	749
" 1915	798	770	756	803	822	770	786
" 1916	808	784	766	832	869	780	802
" 1917	889	879	836	883	926	865	882
" 1918	988	950	931	988	1,035	945	972
" 1919	1,059	1,016	968	1,035	1,120	1,006	1,036
" 1920	1,209	1,181	1,139	1,200	1,262	1,124	1,194
GROUPS I. TO IV.—ALL ITEMS ("C" SERIES) INDEX.							
Nov. 1914	712	671	611	699	707	687	687
" 1915	816	768	721	780	755	776	782
" 1916	836	773	698	798	800	783	795
" 1917	892	823	773	832	832	879	847
" 1918	938	890	848	887	885	923	905
" 1919	1,065	988	981	1,018	1,005	1,042	1,022
" 1920	1,193	1,172	1,054	1,164	1,111	1,213	1,166

(a) See footnote (a) on page 443.
for years 1921 to 1946.

(b) Weighted average. See page 440 for corresponding figures

(c) See footnote (b) on page 443.

ALL ITEMS ("C" SERIES) RETAIL PRICE INDEX-NUMBERS: THIRTY TOWNS.

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

State and Town.	Nov. 1914.	Nov. 1921.	Year 1929.	Year 1939.	Year 1941.	Year 1942.	Year 1943.	Year 1944.	Year 1945.	Year 1946.
NEW SOUTH WALES—										
Sydney	712	1,046	1,073	936	1,028	1,107	1,151	1,144	1,142	1,165
Newcastle	1,041	1,028	901	997	1,069	1,109	1,094	1,100	1,119
Broken Hill	975	1,018	955	1,049	1,132	1,172	1,179	1,192	1,216
Goulburn	1,033	1,108	916	1,005	1,087	1,125	1,118	1,114	1,134
Bathurst	947	979	883	974	1,050	1,091	1,088	1,091	1,116
FIVE TOWNS (a)	1,042	1,067	933	1,026	1,104	1,147	1,140	1,139	1,162
VICTORIA--										
Melbourne	671	1,003	1,017	924	1,008	1,100	1,139	1,135	1,135	1,149
Ballarat	992	957	874	950	1,037	1,084	1,083	1,086	1,094
Bendigo	1,002	969	875	963	1,054	1,096	1,101	1,099	1,107
Geelong	1,019	980	911	984	1,065	1,110	1,112	1,113	1,124
Warrnambool	1,034	960	918	998	1,075	1,126	1,129	1,139	1,153
FIVE TOWNS (a)	1,003	1,011	920	1,004	1,095	1,135	1,131	1,131	1,145
QUEENSLAND—										
Brisbane	611	923	923	870	963	1,033	1,072	1,071	1,072	1,093
Toowoomba	949	916	858	951	1,033	1,080	1,085	1,087	1,107
Rockhampton	972	904	867	959	1,032	1,073	1,074	1,079	1,096
Townsville	1,025 ^b	939 ^b	918	1,004	1,075	1,114	1,117	1,114	1,136
Bundaberg	994 ^c	931 ^c	847	938	1,015	1,057	1,057	1,054	1,074
FIVE TOWNS (a)	941	922	871	964	1,035	1,075	1,075	1,075	1,097
SOUTH AUSTRALIA—										
Adelaide	699	989	1,037	906	988	1,075	1,102	1,098	1,102	1,120
Kadina, etc.	998	943	810	882	962	998	995	999	1,020
Port Pirie	1,025	980	896	976	1,057	1,087	1,081	1,085	1,106
Mount Gambier	1,029	963	872	946	1,024	1,061	1,064	1,070	1,093
Peterborough	948	1,043	897	974	1,053	1,087	1,087	1,093	1,108
FIVE TOWNS (a)	992	1,030	902	983	1,069	1,097	1,093	1,098	1,116
WESTERN AUSTRALIA —										
Perth, etc.	707	1,008	1,026	901	993	1,061	1,104	1,105	1,107	1,127
Kalgoorlie, etc.	1,018	1,032	1,066	1,165	1,175	1,192	1,199	1,202	1,223
Northam	1,030 ^d	1,022	915	1,017	1,079	1,111	1,113	1,113	1,133
Bunbury	1,045	978	936	1,018	1,065	1,102	1,110	1,115	1,136
Geraldton	1,056	1,051	965	1,055	1,114	1,165	1,176	1,170	1,187
FIVE TOWNS (a)	1,020	1,026	915	1,008	1,070	1,112	1,113	1,116	1,136
TASMANIA—										
Hobart	687	1,070	1,000	908	1,001	1,078	1,117	1,105	1,107	1,138
Launceston	1,067	967	888	974	1,040	1,078	1,067	1,072	1,099
Burnie	1,003 ^e	966	879	971	1,035	1,088	1,065	1,063	1,093
Devonport	904 ^f	948	861	951	1,012	1,058	1,040	1,045	1,079
Queenstown	1,031	972	903	987	1,045	1,096	1,102	1,110	1,139
FIVE TOWNS (a)	1,057	986	898	989	1,060	1,101	1,089	1,092	1,121
THIRTY TOWNS (a)	1,013	1,026	917	1,006	1,087	1,127	1,122	1,123	1,142
SIX CAPITALS (a)	687	1,013	1,033	920	1,008	1,091	1,131	1,126	1,145
Canberra (A.C.T.) (g)	956	1,040	1,121	1,168	1,153	1,149	1,170
Warwick (Q.) (g)	994	931	834	926	1,007	1,055	1,061	1,064	1,087
Port Augusta (S.A.) (g)	1,035	1,061	883	980	1,052	1,076	1,076	1,084	1,105

(a) Weighted average. (b) Charters Towers. (c) Warwick. (d) Midland Junction.
 (e) Zeehan. (f) Beaconsfield. (g) Not included in weighted averages above.

3. "B" Series Retail Price Index: Food, Groceries and Rent.—This index measures the prices of food and groceries and the rent of 4 and 5-roomed houses. It was first compiled for the year 1925, and retrospectively for several earlier years. It was designed to replace the "A" Series Index (food, groceries and rent of all houses), which was the original index compiled in 1912. The first of the two tables following is split up into the various sections of the regimen, and covers only the six capital cities.

while the second represents the whole regimen and covers the 30 Towns included in the tabulation of the "B" Series Index, with the weighted averages for the 5 towns in each State, the Six Capital Cities and the 30 Towns.

RETAIL PRICE INDEX-NUMBERS(a) : CAPITAL CITIES—"B" SERIES.

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

Town.	1914.	1921.	1939.	1941.	1942.	1943.	1944.	1945.	1946.
SECTION A.—GROCERIES.									
Sydney	627	1,115	994	989	1,082	1,016	965	965	969
Melbourne	562	1,070	957	924	1,034	967	924	926	929
Brisbane	607	1,105	944	957	1,066	989	934	933	935
Adelaide	598	1,076	939	932	1,073	979	939	941	944
Perth	628	1,103	966	983	1,048	1,007	963	964	966
Hobart	604	1,087	947	950	1,048	971	925	930	934
Six Capitals (b)	599	1,093	969	958	1,061	992	946	946	950
SECTION B.—DAIRY PRODUCE.									
Sydney	656	1,080	851	863	924	947	960	958	956
Melbourne	635	1,087	885	893	943	971	970	966	965
Brisbane	588	983	793	808	871	902	932	932	930
Adelaide	705	1,018	800	798	861	888	895	895	893
Perth	735	1,152	870	878	922	976	982	983	981
Hobart	695	1,091	844	873	932	967	968	966	963
Six Capitals (b)	654	1,072	853	862	919	947	956	954	952
SECTION C.—MEAT.									
Sydney	668	960	935	1,015	1,089	1,160	1,158	1,190	1,202
Melbourne	663	1,030	968	1,007	1,142	1,242	1,279	1,307	1,288
Brisbane	610	897	822	943	942	1,018	1,026	1,032	1,079
Adelaide	784	1,095	929	969	1,074	1,138	1,151	1,178	1,188
Perth	881	1,103	958	1,070	1,102	1,199	1,239	1,251	1,248
Hobart	780	1,244	961	1,082	1,149	1,265	1,233	1,257	1,338
Six Capitals (b)	691	1,010	936	1,006	1,092	1,175	1,190	1,217	1,223
SECTIONS A, B AND C COMBINED.—FOOD AND GROCERIES.									
Sydney	646	1,062	936	962	1,040	1,042	1,025	1,035	1,039
Melbourne	610	1,063	942	943	1,042	1,055	1,049	1,057	1,052
Brisbane	603	1,014	864	911	972	975	965	966	981
Adelaide	679	1,066	897	905	1,012	1,003	993	1,002	1,006
Perth	728	1,166	938	981	1,029	1,059	1,056	1,060	1,059
Hobart	678	1,133	923	970	1,047	1,062	1,035	1,043	1,069
Six Capitals (b)	640	1,064	927	947	1,031	1,037	1,026	1,034	1,036
SECTION D.—HOUSING (4 AND 5 ROOMS).(c)									
Sydney	760	989	1,035	1,043	1,043	1,042	1,043	1,043	1,043
Melbourne	628	820	955	975	975	974	974	973	973
Brisbane	466	630	854	860	862	862	863	863	863
Adelaide	655	809	888	893	893	893	892	892	894
Perth	589	739	881	883	885	885	886	886	886
Hobart	518	881	925	933	933	931	932	933	936
Six Capitals (b)	662	862	965	976	976	975	976	975	976
ALL SECTIONS COMBINED.—FOOD, GROCERIES AND HOUSING ("B" SERIES INDEX).									
Sydney	687	1,036	972	992	1,039	1,040	1,030	1,036	1,038
Melbourne	616	977	945	953	1,014	1,021	1,017	1,022	1,019
Brisbane	554	877	858	889	977	979	923	924	932
Adelaide	671	975	891	899	963	958	951	957	960
Perth	679	982	914	941	971	989	987	990	989
Hobart	621	1,044	922	953	1,000	1,009	992	998	1,014
Six Capitals (b)	648	992	939	956	1,007	1,011	1,004	1,009	1,010

(a) See footnote (a) on page 443.

(b) Weighted average.

(c) See footnote (b) on page 443.

RETAIL PRICE INDEX-NUMBERS: THIRTY TOWNS—"B" SERIES.

FOOD, GROCERIES AND RENT.

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

State and Town.	Nov. 1914.	Nov. 1921.	1929.	1939.	1941.	1942.	1943.	1944.	1945.	1946.
NEW SOUTH WALES—										
Sydney	680	977	1,115	972	992	1,039	1,040	1,030	1,036	1,038
Newcastle	944	1,068	934	959	1,005	1,000	987	990
Broken Hill	825	1,078	970	991	1,052	1,044	1,055	1,073
Goulburn	926	1,146	942	957	1,009	1,007	999	997
Bathurst	815	987	900	910	957	953	951	958
FIVE TOWNS (a)	965	1,110	969	988	1,036	1,026	1,032	1,034
VICTORIA—										
Melbourne	613	895	1,036	945	953	1,014	1,021	1,017	1,022	1,019
Ballarat	769	914	849	841	894	908	907	912
Bendigo	780	962	851	868	920	923	923	926
Geelong	844	985	917	912	956	962	958	957
Warrnambool	855	940	940	941	984	993	995	1,008
FIVE TOWNS (a)	876	1,026	938	946	1,005	1,012	1,009	1,013
QUEENSLAND—										
Brisbane	560	840	912	858	889	927	929	923	924	932
Toowoomba	771	855	830	857	913	927	945	949
Rockhampton	779	877	843	863	901	904	908	917
Townsville	820b	975b	920	933	974	970	975	979
Bundaberg	794c	867c	804	835	878	888	886	886
FIVE TOWNS (a)	824	906	858	886	926	928	926	928
SOUTH AUSTRALIA—										
Adelaide	658	898	1,030	891	899	963	958	951	957	960
Kadina, etc.	811	891	743	738	789	784	776	779
Port Pirie	839	963	882	889	943	932	923	931
Mount Gambier	770	866	838	832	879	877	884	895
Peterborough	844	1,042	890	893	936	926	922	935
FIVE TOWNS (a)	885	1,020	885	892	955	950	944	949
WESTERN AUSTRALIA—										
Perth, etc.	689	916	1,038	914	941	971	989	987	990	989
Kalgoorlie, etc.	928	1,010	1,178	1,211	1,160	1,122	1,121	1,128
Northam	898d	1,072	936	980	1,005	1,001	999	1,001
Bunbury	907	996	979	996	1,011	1,010	1,010	1,015
Geraldton	942	1,090	990	1,024	1,048	1,069	1,079	1,072
FIVE TOWNS (a)	918	1,036	936	964	988	1,001	1,000	1,002
TASMANIA—										
Hobart	630	971	992	922	953	1,000	1,009	992	998	1,014
Launceston	858	937	887	913	948	953	936	943
Burnie	819e	972	898	937	973	998	958	954
Devonport	696f	930	865	898	928	942	920	924
Queenstown	871	920	933	947	970	1,005	1,004	1,014
FIVE TOWNS (a)	911	970	908	937	978	988	970	977
THIRTY TOWNS (a)	907	1,044	935	952	1,001	1,005	998	1,003
SIX CAPITALS (a)	644	924	1,054	939	956	1,007	1,011	1,004
Canberra (A.C.T.) (g)	1,026	1,028	1,078	1,073	1,058	1,059
Warwick (Q.) (g)	794	867	783	817	856	872	886	891
Port Augusta (S.A.) (g)	861	1,047	864	896	932	914	914	925

(a) Weighted average. (b) Charters Towers. (c) Warwick. (d) Midland Junction.
 (e) Zeehan. (f) Beaconsfield. (g) Not included in weighted averages above.

§ 8. Changes in the Regimen.

1. General.—Since the original compilation of retail prices by the Bureau, the regimens of the several groups and sections have undergone some modifications. These are fully described in the annual *Labour Report* No. 35 for 1945 and 1946, pp. 31-34. These changes are made from time to time with a view to improving the index-numbers as measures of price variations. They comprise chiefly the elimination or replacement of articles no longer in demand, or which experience had shown to be unsuitable media for the measurement of price variations; the alteration of units of quantity in certain cases to conform with those most in general use; the adjustment of the mass unit allotted

to certain articles to bring them into accord with present-day consumption habits; the re-adjustment of the population and household weights applicable to the several groups and sections of the regimen in accordance with general Census results; and improved methods of collecting and weighting average house rentals.

2. **Method of Effecting Changes.**—Changes of the nature mentioned are commonly made in price indexes without seriously impairing their continuity. In accordance with established principles of procedure in effecting such changes (see *Labour Report* No. 9, Appendix I., Part II., paragraphs 14 and 18), the general level of the index is taken as determined by the old regimen for the quarter in which the change is made, and the new regimen is used to measure variations in the price-level after that date. The linking up of the index-numbers on the old and the new basis is effected by the usual method of equating the respective weighted aggregate costs of the old and the new regimens in the six capital cities.

There are two methods of effecting this according to the nature of the change to be made, as follows:—Up to the June quarter, 1942, all such changes were made by equating the new aggregate of the section embodying the changes to the former aggregate. This course was adopted when items were added to or omitted from the regimen, and when a change was made in the standard of any item. From the September quarter, 1942, however, all changes of standard were effected mainly by an appropriate adjustment of the “mass unit” or “weight” so as to preserve the percentage weight which the item carried in the aggregate from time to time and, wherever possible, the “weight” of any item dropped from the regimen was transferred to an article of a similar nature which would serve as a more appropriate medium for the measurement of the variations in the price of the article dropped than the remaining items of the section. The “mass units” of the remaining items under the former procedure were in effect proportionately increased to carry the aggregate of the item dropped, or reduced to admit a new item added. See also par. 3 on pages 444 and 445.

While the foregoing involves no break of continuity in the index-numbers for the six capital cities as a whole, upon the basis of which all such changes are effected, slight alterations of the relative positions of individual towns are inevitable on account of the alteration of former standards. The effect, however, is more noticeable in the group index-numbers than in those covering a combination of groups, wherein the losses and gains tend to balance out.

3. **The Regimen under War Conditions.**—Although the effects of the war produced some variations from normal consumption in 1940 and 1941, it was not until 1942 that fundamental changes (as explained in § 2 (5) of this Chapter) began to occur. The years 1942, 1943 and 1944 produced temporary changes of a far-reaching character which, if permanent and stable, must have necessitated fundamental re-adjustments in the regimen and mass units of the index. But the resultant changes in the index would have been so extensive as virtually to create a new index which would not have been continuously comparable with the “C” Series Index either as compiled pre-war or as it may be compiled in post-war years. Consideration of the matter led to the conclusions—

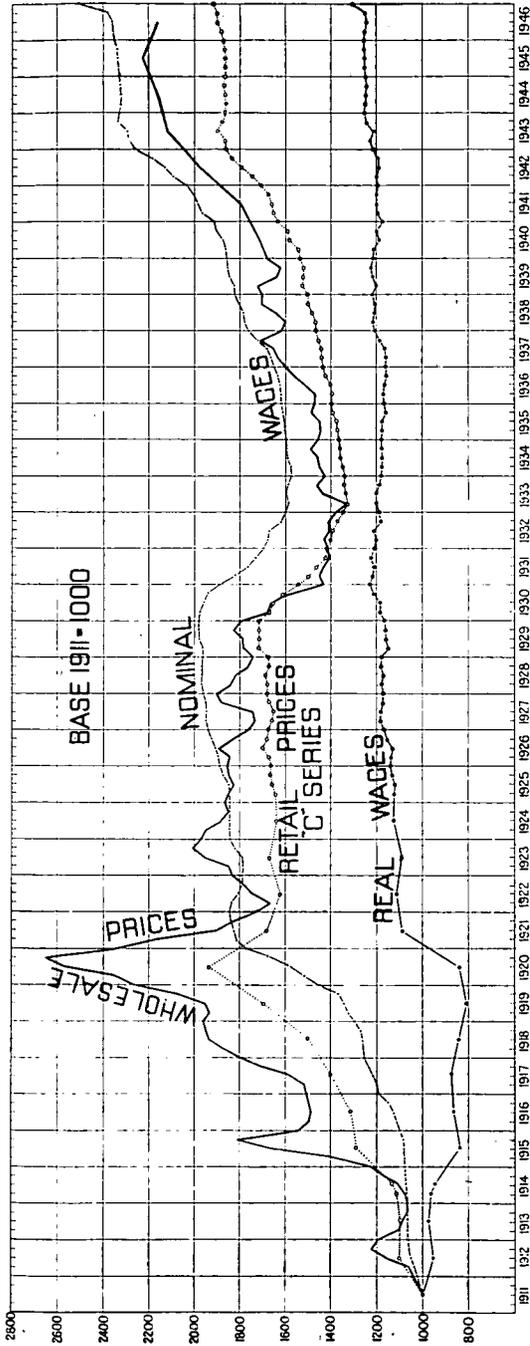
- (i) that it was desirable to continue the “C” Series Index substantially on its pre-war regimen in order to ensure continuity of comparison of price movements on a clearly defined basis;
- (ii) that it was impossible to reconstruct the “C” Series Index to take account of recurrent temporary departures from normal consumption.

§ 9. Retail Price Indexes and Wage Variations.

Two distinct procedures are adopted by the Commonwealth Court of Conciliation and Arbitration in fixing and varying basic or living wages and are as follows:—

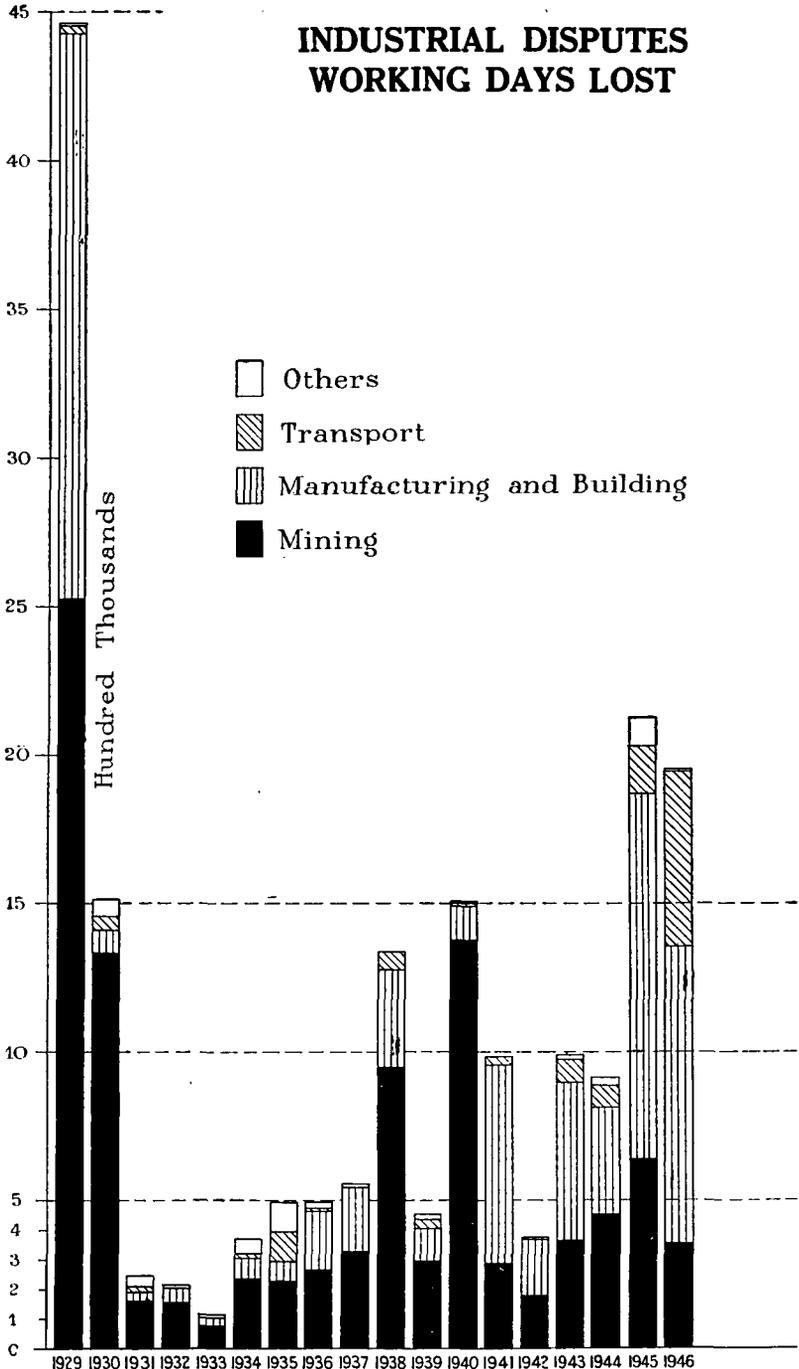
- (i) The Court periodically *fixes* the amount of wage in the light of evidence submitted by parties appearing before it. Such evidence usually covers a wide range of facts as to economic conditions.
- (ii) Having determined the amount of basic wage the Court further determines whether or not it shall be subject to automatic adjustment for changes in price level and, if so, by what method such *variation* shall be made. This again is decided in the light of evidence and of representations by the parties concerned.

WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1946.



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, which are for Melbourne. They are all calculated to the common base 1911 = 1,000, the scale for which appears on the left of the graph. They are shown *quarterly* from 1912 to 1939, and thereafter the annual average in the case of the Wholesale Prices (Melbourne). The "C" Series Retail Prices (food, groceries, rent of 4 and 5 rooms, clothing and miscellaneous household expenditure) are shown *quarterly* from 1925. For the period 1911-1914 the "C" Series are taken back from the true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of All Houses). Nominal Wages are shown *quarterly* from 1914, and Real Wages *quarterly* from 1925. Real Wages are computed on the basis of the "C" Series.

INDUSTRIAL DISPUTES WORKING DAYS LOST



EXPLANATION.—The scale refers to working days lost in hundred thousands. Thus, taking the year 1929, and comparing the sections with the scale, it will be seen that about 2,528,000 working days were lost in Mining, 1,901,000 in Manufacturing and Building, 30,000 in Transport, and about 3,000 in other industries. Total, 4,462,000 days.

The "C" Series Index is used by the Court to derive the "Court" series of retail price index-numbers upon which the basic or "needs" portion of the wages prescribed in awards is varied automatically for changes in price levels quarterly, half-yearly or yearly. These are commonly referred to as "cost of living adjustments" although in fact they relate only to that part of the *change in cost of living* which is due to variations in prices. The Court itself determines from time to time at public sittings the amount of the basic wage, having regard to evidence submitted in relation to other aspects of "cost of living" and other relevant considerations. In fixing the amount of the basic wage the Court does not have regard to either the regimen used in compiling the retail price index or the cost of such regimen. The regimen of the index would not be suited to such a purpose.

The considerations upon which the basic wage is fixed are set out in successive judgments of the Court and briefly summarized in Chapter III. (§ 3) of the *Labour Report*. On this matter, reference should be made to the Basic Wage Judgments of the Court, particularly those of 1934, 1937 and 1941, and to the general statement of principles set out in the judgment on the "Munition Workers' Case" of 1943. Certain State industrial tribunals use the index-numbers directly for automatic or quasi-automatic adjustments of the rates of wages determined by them as tribunals, while some State tribunals have regard to the index-numbers and other factors in considering what "cost of living" variations they should make in rates of wages.

The use of indexes by industrial authorities for purposes of adjusting rates of wages for changes in price level is a practice of long standing, dating in the case of the Commonwealth Court of Conciliation and Arbitration, for example, back to the year 1913. The tribunals form their own judgment as to relevance of the indexes to their purposes, and periodically hear the representatives of employers and employees on the issues involved, including questions as to whether the index is satisfactory for the purposes to which it is applied by the tribunal. In such proceedings the Statistician or his officers are called at times as witnesses on questions of fact and technical matters relating to the indexes.

The automatic adjustments in wages prescribed in awards of the Court on the basis of retail price index-numbers are sometimes referred to as "cost of living" adjustments and the index is popularly referred to as a "cost of living index". This at times creates misconceptions as to the nature of the retail price index since the term "cost of living" connotes not only change in cost of living due to changes in prices, but also changes in cost of living due to changes in standard of living. Beyond that, use of the term "cost of living" index sometimes creates the erroneous impression that the retail price index purports to embrace all that should be included in a desirable standard of living. As pointed out in the opening sections of this chapter, the "C" Series Index is a retail price index of specific meaning.

Reference should be made to *Labour Report* No. 36 for the actual Automatic Adjustment Scale used for the adjustment of the "needs" portion of the Commonwealth basic wage.

B.—WHOLESALE PRICES AND PRICE INDEXES.

§ 1. Melbourne Wholesale Price Index.

1. **General.**—The data on which this section is based relate almost entirely to wholesale prices in Melbourne.

The index of Melbourne wholesale prices was first computed in 1912, and has been continued on the same lines since that year. The items included comprise chiefly basic materials which in the form of raw material or food, or as a source of power enter into production for home consumption. The purpose of the index, therefore, is to measure the changes in the prices of these particular materials rather than the changes in prices generally. As Australia does not, to any extent, manufacture from imported raw materials commodities for export, the local consumption appears to give the most appropriate weighting.

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

INDEX-NUMBERS : MELBOURNE WHOLESALE PRICES, 1861 TO 1946.

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

Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Ma- terials.	VIII. 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	..	1,704	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
1912..	1,021	991	1,370	1,206	1,052	1,357	1,057	978	1,170
1913..	1,046	1,070	1,097	1,054	1,024	1,252	1,128	995	1,088
1914..	1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915..	1,284	1,017	2,162	1,530	1,133	2,435	1,275	1,528	1,604
1916..	1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,504
1917..	2,129	2,008	1,157	1,423	1,343	2,403	1,884	2,171	1,662
1918..	2,416	2,360	1,444	1,454	1,422	2,388	2,686	3,225	1,934
1919..	2,125	2,363	1,985	1,651	1,516	2,348	2,851	2,898	2,055
1920..	2,298	2,024	2,439	2,209	1,918	3,279	3,226	2,825	2,480
1921..	2,173	1,362	1,767	2,000	1,976	2,158	2,733	2,303	1,903
1922..	1,942	1,681	1,628	1,648	1,869	1,787	2,005	1,965	1,758
1923..	1,826	2,148	1,778	1,837	1,746	2,579	2,025	1,933	1,944
1924..	1,835	2,418	1,647	1,655	1,721	2,223	1,815	1,806	1,885
1925..	1,852	1,967	1,797	1,636	1,723	2,212	1,711	1,790	1,844
1926..	1,938	1,582	2,001	1,784	1,731	1,931	1,665	1,816	1,832
1927..	1,962	1,650	1,826	1,823	1,724	2,111	1,624	1,866	1,817
1928..	1,912	1,781	1,726	1,751	1,707	2,015	1,744	1,923	1,792
1929..	1,912	1,556	1,792	1,853	1,690	2,246	1,754	1,942	1,803
1930..	1,866	1,127	1,484	1,627	1,666	2,025	1,875	1,982	1,596
1931..	1,826	1,039	1,121	1,399	1,794	1,508	2,025	2,166	1,428
1932..	1,736	1,000	1,121	1,303	1,767	1,348	2,043	2,127	1,411
1933..	1,713	1,118	1,175	1,195	1,714	1,487	2,061	2,106	1,409
1934..	1,660	1,261	1,288	1,274	1,735	1,540	2,015	2,018	1,471
1935..	1,602	1,217	1,344	1,325	1,729	1,508	1,964	1,996	1,469
1936..	1,566	1,331	1,480	1,351	1,731	1,684	1,969	1,997	1,543
1937..	1,772	1,406	1,605	1,451	1,750	1,678	2,430	2,006	1,656
1938..	1,746	1,051	1,789	1,549	1,747	1,871	3,238	2,059	1,662
1939..	1,758	1,101	1,820	1,557	1,752	1,710	2,220	2,075	1,665
1940..	1,854	1,362	1,568	1,567	1,784	1,882	2,890	2,298	1,713
1941..	1,960	1,402	1,721	1,554	1,884	1,776	3,138	2,527	1,796
1942..	2,146	1,507	1,900	1,665	1,938	2,312	3,409	2,437	1,977
1943..	2,272	1,945	1,964	1,716	1,939	2,366	3,764	2,442	2,117
1944..	2,278	1,967	2,052	1,721	1,949	2,470	3,768	2,442	2,159
1945..	2,270	1,960	2,259	1,726	1,967	2,560	3,770	2,527	2,228
1946..	2,262	2,062	1,950	1,722	1,977	2,589	3,772	2,614	2,163

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

§ 2. Basic Materials and Foodstuffs.

1. General.—As mentioned above, the Melbourne Wholesale Price Index was first computed in 1912. Neither the component items nor the weighting have been varied. Consequently the index is a measure of changes in wholesale price levels based on usages which have altered substantially since the period on which the weighting was determined. As such it is useful as an indication of long-term trends over the past eighty-five years which it covers, on the assumption that the relative importance of component items remained constant. But it no longer serves as a measure of price variations from month to month or from year to year of commodities weighted in accordance with present day

consumption. Reference to a description of the index published in the annual *Labour Report* will indicate that animal fodders preponderate in the "Agricultural Produce" group, while "Building Materials" include little besides imported timber. In other groups, some principal items have increased in consumption while others have decreased. It was resolved, therefore, at the Conference of Statisticians at Brisbane in 1930 that the time had come to revise and extend the items included in order to bring the index into line with changed conditions. An investigation to that end was commenced, and in the course of the past few years, many new price-series have been collected on a monthly basis back to January, 1928. Some of these have been incorporated in a new index of the prices of basic materials and foodstuffs, index-numbers of which are regularly published in the *Monthly Review of Business Statistics* and other publications of the Bureau. The price quotations have in the main been obtained directly from manufacturers and merchants and, with a few important exceptions, from Melbourne sources. Apart from home-produced building materials, coal and one or two minor commodities, however, the price movements may be taken as representative of fluctuations in wholesale prices of basic materials in most Australian markets. The weighting system adopted is based on average annual consumption during the years 1928-29 to 1934-35 inclusive. The original index is being continued for the present on the old lines, as set out in § 1 on page 455.

2. Index-Numbers.—Index-numbers for each group of commodities and for all groups combined for this new index of wholesale prices of basic materials and foodstuffs are given in the following table.

WHOLESALE PRICE INDEX-NUMBERS : BASIC MATERIALS AND FOODSTUFFS,
1928-29 TO 1946-47.

(Base of each Group : Average 3 years ended June, 1939 = 1,000).

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups.
1928-29 ..	1,269	1,064	1,288	1,214	1,148	948	1,070	911	1,183	1,103
1929-30 ..	1,259	1,115	991	1,157	866	940	1,099	940	1,179	1,108
1930-31 ..	1,164	1,173	797	1,172	729	959	909	1,001	985	991
1931-32 ..	1,081	1,134	765	1,195	738	951	857	996	922	946
1932-33 ..	1,044	1,087	755	1,185	695	948	797	971	866	899
1933-34 ..	1,025	845	1,020	1,113	801	939	843	890	893	895
1934-35 ..	972	896	784	1,020	774	930	873	920	886	898
1935-36 ..	920	952	997	991	879	930	917	945	918	926
1936-37 ..	962	984	1,185	988	1,106	989	974	991	980	984
1937-38 ..	1,013	1,012	1,000	1,001	969	1,041	997	1,018	1,000	1,005
1938-39 ..	1,025	1,004	815	1,011	925	970	1,029	991	1,020	1,011
1939-40 ..	1,051	1,152	1,038	1,068	1,163	1,084	1,012	1,106	1,025	1,047
1940-41 ..	1,074	1,374	1,105	1,236	1,256	1,284	1,069	1,325	1,060	1,140
1941-42 ..	1,173	1,509	1,184	1,372	1,350	1,352	1,169	1,525	1,123	1,242
1942-43 ..	1,288	1,667	1,471	1,422	1,379	1,628	1,279	1,760	1,212	1,373
1943-44 ..	1,310	1,695	1,501	1,432	1,398	1,743	1,287	1,824	1,217	1,396
1944-45 ..	1,307	1,676	1,518	1,428	1,398	1,747	1,308	1,819	1,232	1,405
1945-46 ..	1,302	1,561	1,518	1,416	1,398	1,766	1,348	1,782	1,257	1,412
1946-47 ..	1,318	1,453	1,913	1,402	1,313	1,802	1,380	1,768	1,288	1,429
1943-44—										
July ..	1,310	1,694	1,569	1,433	1,398	1,741	1,305	1,824	1,233	1,407
August ..	1,310	1,694	1,541	1,433	1,398	1,741	1,291	1,823	1,222	1,398
September ..	1,310	1,694	1,502	1,433	1,398	1,741	1,297	1,828	1,224	1,402
October ..	1,310	1,694	1,507	1,433	1,398	1,741	1,286	1,826	1,216	1,396
November ..	1,310	1,694	1,436	1,433	1,398	1,741	1,279	1,829	1,206	1,389
December ..	1,310	1,694	1,499	1,433	1,398	1,743	1,275	1,821	1,209	1,389
January ..	1,310	1,696	1,490	1,433	1,398	1,743	1,279	1,828	1,210	1,392
February ..	1,310	1,696	1,490	1,433	1,398	1,743	1,269	1,815	1,208	1,386
March ..	1,310	1,696	1,490	1,430	1,398	1,746	1,271	1,818	1,208	1,387
April ..	1,310	1,696	1,490	1,430	1,398	1,746	1,289	1,832	1,215	1,397
May ..	1,310	1,696	1,490	1,430	1,398	1,746	1,291	1,818	1,223	1,398
June ..	1,308	1,696	1,507	1,430	1,398	1,746	1,307	1,820	1,235	1,407

WHOLESALE PRICE INDEX-NUMBERS: BASIC MATERIALS AND
FOODSTUFFS, 1928-29 TO 1946-47—continued.

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups.
1944-45—										
July ..	1,308	1,696	1,512	1,430	1,398	1,747	1,312	1,819	1,239	1,410
August ..	1,308	1,696	1,542	1,429	1,398	1,747	1,306	1,817	1,237	1,408
September ..	1,308	1,696	1,525	1,430	1,398	1,747	1,291	1,814	1,225	1,399
October ..	1,308	1,696	1,523	1,430	1,398	1,747	1,288	1,821	1,221	1,397
November ..	1,310	1,696	1,515	1,430	1,398	1,747	1,289	1,831	1,217	1,398
December ..	1,306	1,696	1,515	1,430	1,398	1,747	1,290	1,834	1,216	1,398
January ..	1,306	1,678	1,516	1,430	1,398	1,746	1,291	1,822	1,217	1,396
February ..	1,306	1,678	1,516	1,430	1,398	1,748	1,304	1,830	1,225	1,404
March ..	1,306	1,678	1,511	1,430	1,398	1,748	1,314	1,824	1,235	1,408
April ..	1,306	1,678	1,511	1,430	1,398	1,748	1,333	1,835	1,245	1,419
May ..	1,306	1,609	1,525	1,429	1,398	1,748	1,331	1,795	1,249	1,410
June ..	1,306	1,609	1,510	1,406	1,398	1,748	1,346	1,790	1,261	1,417
1945-46—										
July ..	1,305	1,609	1,502	1,410	1,398	1,758	1,347	1,793	1,250	1,417
August ..	1,303	1,609	1,508	1,410	1,398	1,758	1,349	1,797	1,259	1,418
September ..	1,303	1,566	1,508	1,410	1,398	1,758	1,353	1,791	1,257	1,415
October ..	1,303	1,566	1,489	1,417	1,398	1,758	1,348	1,802	1,249	1,411
November ..	1,303	1,566	1,496	1,417	1,398	1,758	1,332	1,778	1,246	1,404
December ..	1,303	1,566	1,507	1,417	1,398	1,758	1,328	1,778	1,244	1,402
January ..	1,302	1,566	1,511	1,417	1,398	1,762	1,331	1,783	1,244	1,403
February ..	1,302	1,566	1,515	1,417	1,398	1,760	1,328	1,768	1,249	1,403
March ..	1,300	1,566	1,515	1,418	1,398	1,760	1,348	1,786	1,257	1,413
April ..	1,300	1,519	1,540	1,418	1,398	1,783	1,370	1,773	1,274	1,420
May ..	1,300	1,519	1,579	1,418	1,398	1,783	1,370	1,774	1,275	1,421
June ..	1,300	1,519	1,544	1,418	1,398	1,783	1,367	1,766	1,275	1,419
1946-47—										
July ..	1,300	1,519	1,523	1,418	1,398	1,783	1,356	1,766	1,265	1,413
August ..	1,300	1,462	1,530	1,418	1,398	1,783	1,343	1,745	1,252	1,398
September ..	1,300	1,462	1,803	1,418	1,398	1,783	1,340	1,743	1,262	1,404
October ..	1,300	1,459	1,874	1,417	1,398	1,783	1,348	1,757	1,264	1,409
November ..	1,300	1,459	1,954	1,390	1,296	1,787	1,379	1,787	1,275	1,426
December ..	1,300	1,418	1,945	1,390	1,284	1,788	1,376	1,755	1,278	1,418
January ..	1,301	1,442	1,973	1,391	1,284	1,795	1,371	1,750	1,282	1,420
February ..	1,340	1,444	2,022	1,391	1,284	1,796	1,375	1,749	1,296	1,430
March ..	1,340	1,440	2,026	1,391	1,300	1,803	1,393	1,745	1,314	1,440
April ..	1,340	1,440	2,065	1,391	1,312	1,841	1,418	1,797	1,317	1,459
May ..	1,350	1,447	2,101	1,391	1,229	1,841	1,424	1,804	1,321	1,463
June ..	1,350	1,448	2,145	1,412	1,172	1,843	1,436	1,818	1,327	1,470

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.—Immediately after the outbreak of war the Commonwealth Government undertook control of prices and issued proclamations fixing as maximum prices of certain specified goods those prevailing on 31st August, 1939. These initial proclamations were issued from day to day by the Minister for Trade and Customs to peg prices of commodities which had risen or seemed likely to rise. These were emergency measures to hold prices in check pending establishment of machinery for price control.

At a Premier's Conference held in Canberra on 9th September, 1939, agreement was reached as to the basis for co-operation between the Commonwealth and State Governments in administering price control, and on 28th September the National Security

(Prices) Regulations were proclaimed by the Commonwealth Government under the authority of the National Security Act. The Regulations established the basic principles of price control and provided for the appointment of a Commonwealth Prices Commissioner, conferring upon him extensive powers to control the prices of goods declared for that purpose by the Minister for Trade and Customs.

The National Security Act expired on 31st December, 1946, but control over prices was continued under the Defence (Transitional Provisions) Act 1946 which provided for the continuation of the Prices Regulations for a further twelve months from 1st January, 1947. In order to permit of continuation of the Prices Regulations in 1948, a further Transitional Provisions Act was passed in December, 1947. The Commonwealth Government decided to hold a referendum seeking authority for permanent powers over rents and prices (including charges) on behalf of the Commonwealth Parliament. The vote which was taken on 29th May, 1948 resulted in the rejection of the Government's proposals and in consequence arrangements were made with the State Governments to take over from the Commonwealth control of prices and land sales on 20th September, 1948 and rents on 16th August, 1948.

2. State and Commonwealth Administration.—At the present time (July, 1948) price control is administered jointly by the Commonwealth and the States. The central office is located in Canberra and is a Commonwealth administration, being a branch of the Department of Trade and Customs. In September, 1939, a Deputy Prices Commissioner was appointed in each State by the Commonwealth on the nomination of the State Government. Deputy Commissioners administer the Regulations under the supervision of the Commonwealth Prices Commissioner who makes prices orders under the Regulations. Close co-operation is maintained with State instrumentalities which dealt with prices before the war, and with State Government Departments, such as Agriculture and Forestry, in relation to primary products.

3. Initial Phase of Control : Automatic Adjustment of Prices to Increases in Costs.—In order to avoid delays in the distribution of goods, general principles were adopted late in September, 1939, providing for the automatic adjustment of prices to increases in costs.

These principles were set out in Prices Regulation Order No. 2, which was amended from time to time, and finally consolidated in Prices Regulation Order No. 100. Selling prices were to be calculated by traders themselves on principles laid down in the Order, subject to official check. The basis of such prices was the cost of the goods being sold, plus a gross profit margin. This cost was defined in the Order as the actual into-store cost of goods being sold or, in certain circumstances, as the average cost of all goods held in stock at a given date. Replacement costs were never allowed as a basis for prices. Traders were in general allowed to add the percentage margin of profit which they had added to costs on 31st August, 1939. The Prices Commissioner could increase margins where they were shown to be inadequate, or reduce them where they were deemed to be too high.

Many commodities were excluded from the operation of the general Orders, and for these specific prices were fixed. Generally, such prices were calculated on the same principles as set out in Orders No. 2 and 100, but in special cases formulae were prescribed for the absorption into prices of increases in specified costs.

4. Change in Methods of Price Control : Pegging Profit Margins.—An important change in the methods of price control was introduced in April, 1942, by the issue of Prices Regulation Order No. 666 which limited the trader's profit margin to the actual money margin obtaining on 15th April, 1942. From that date onwards the trader was allowed to increase his prices only by the actual amount of increased cost. Increases in money margins of profit were permitted only with special approval. This new principle was adopted because of the inflationary effects of increasing costs, increasing turnover and percentage profit margins on pre-war basis.

At this time also Australia was entering on a period of total war demanding all-round sacrifices, and the new measure of price control was introduced shortly after the pegging of interest, rent and wages. Following the entry of Japan into the war in December,

1941, costs of many goods imported into Australia rose substantially as did costs of certain locally produced goods because of the transfer of a very large proportion of efficient labour from productive industry to war services. The retail price index-number rose by 9.5 per cent. in the first twelve months of the Pacific war (i.e. during 1942) compared with 5.4 per cent. in the previous year and 4.6 per cent. in the first twelve months of war.

5. **Comments on Early Phases of Price Control.**—The method of adjusting prices automatically to cover increasing costs gave flexibility and speed to the administration of price control when these qualities were highly important under the rapidly changing conditions of an economy transferring to a war footing under great strain. But it had weaknesses.

Firstly, rising costs and prices were disturbing to a community settling down to a total war effort. The continued rise of prices and uncertainty as to their future course created a feeling that profiteering was occurring and fear that inflation would occur. This was damaging to morale. Moreover, since costs could usually be covered by rises in price, there was no direct incentive for business men to increase efficiency to offset increasing costs. The level of wages had to be continually adjusted to the changing level of prices and public finances were continually disturbed by the changing levels of costs and prices.

6. **Price Stabilization.**—The next phase of price control was designed to secure price stability and was based partly on the Canadian Plan for an over-all ceiling on prices of goods and services. On 12th April, 1943, Prices Regulation Order No. 1,015 fixed, as ceiling prices, the prices actually being charged by individual traders on that date. There were certain exceptions, mainly in respect of perishable primary products. Special ceiling prices, to cover seasonal fluctuations, had already been arranged for most of these commodities.

The ceiling applied not only to retail prices but to all prices, at every stage of production, manufacture and distribution. Every trader's selling prices were fixed as at those prevailing on the ceiling date, and consequently the prices he had to pay for his materials. Rents and interest rates were fixed and, in general, wage rates were pegged (except for "cost of living" adjustments) in February, 1942.

7. **Rising Costs.**—The price ceiling could not, however, eliminate all rising costs. A substantial proportion of materials is imported and prices paid overseas for imports cannot be controlled. Materials produced in Australia may have to be produced from less accessible or more restricted sources so that their real cost of production rises. Again, in some cases, war-time stresses made it imperative to correct anomalies in the income structure with the result that various sections of primary producers and wage-earners received increased incomes which represented increased costs. These cost increases had to be met in some way which would not involve piercing the price ceiling.

8. **Price Changes within the Price Stabilization Policy.**—The price ceiling was not, as the expression implies, an indication of the Government's determination to peg rigidly every individual price at its level on a certain date. It was rather evidence of the Government's intention not to allow the general price level, which is one of the most important indications of the community's welfare, to be subject to extreme variations of costs during war-time. Over the major part of the economic field the cost structure itself had been stabilized but where it had not been so stabilized special measures were taken. Generally the price level was divorced from the cost structure. Government policy provided that, in future, necessary relief from increased costs could be met either by price adjustment or payment of price stabilization subsidy.

In some cases increases in prices were permitted. Sales to Government Departments were normally at a price high enough to cover costs of production. Where a manufacturer or trader, later in the chain of production and distribution, could absorb higher costs, the prices charged by the suppliers of his materials were increased in some cases. Where one trader, producing in competition with others, had a ceiling price lower than that of his competitors, he was permitted, provided circumstances

justified such a course, to raise his price towards the general level, and thus cover some of the increased costs. Such adjustments were arranged as a rule in such a way as to avoid a breach of the price stabilization policy, and to leave the general price level, as it affected consumers, practically unchanged.

Moreover, within the price ceiling, each trader was required to reduce his prices in accordance with Prices Regulations Orders 666 and 667 whenever a downward movement in his costs occurred.

9. Treatment of Costs and Subsidies.—Although the Price Stabilization Plan provided for certain increases in prices, price rises up to the end of 1946 were the exception rather than the rule. When increased costs could not be absorbed within the process of production or distribution, they were met generally at the source by payment of subsidies and thus were prevented from disturbing the whole price structure.

Any trader who was in need of relief by reason of increased costs would submit his case to the Prices Branch. If, on investigation, production was regarded as essential, and relief necessary to avoid piercing the ceiling, the case would be referred to the Price Stabilization Committee. This Committee was composed of the Prices Commissioner, the Secretary, Department of the Treasury, and the Director-General, Department of War Organization of Industry (later Department of Post-war Reconstruction). The Committee's primary concern was to determine whether all or part of the increased costs could be offset by increased economies in production or absorbed by the trader. When the Committee was satisfied that relief was required and that a price increase would be inconsistent with the Government's policy of price stabilization, it recommended to the Minister for Trade and Customs that a subsidy should be paid. This recommendation, if approved by the Minister, was subject to final confirmation by the Treasurer.

The payment of subsidies in respect of imports was an important feature of the plan. Importers received full protection against increasing oversea prices over which the Prices Commissioner had no control. Importers could ascertain before placing orders abroad whether their proposed imports would be regarded as essential. Subsidies were paid in full immediately on production of documents showing that the goods had arrived and that the landed costs were higher than the costs which were the basis of existing ceilings.

The Commonwealth Prices Commissioner had ample powers to correct any abuses that might arise under the subsidy scheme, and this was an indispensable part of the price ceiling plan.

10. Maximum Prices.—So long as the ceiling consisted of prices determined for each trader by the price charged on 12th April, 1943, ample room existed for uncertainty among purchasers as to what was the legal ceiling price, and even for evasion.

To meet this difficulty the Prices Branch extended its policy of fixing specific maximum prices which no trader could exceed, whatever may have been his price on 12th April, 1943. Under these Orders the consumer knew the highest price he could be charged and the Administration was in a stronger position to police its Prices Regulations Orders. Some important Orders in this category were made. Specific maximum prices were fixed for hundreds of grocery lines, for many fruits and vegetables throughout Australia, for woollen piece-goods, for cotton yarns, for woollen goods, for standard cloths and for meat.

A further development in this direction was the widening of the group of commodities in respect of which traders were required either to display a list of maximum prices or to mark the goods themselves with actual selling prices. Groceries, some fruit and vegetables, liquor and furniture were included in this group.

11. Governmental Action to Adjust Increases in the Cost of Living.—At the time the price ceiling was introduced the most recent measurement of retail prices was for March quarter, 1943 and represented prices about the middle of February or in the

case of food and groceries the average of the months January to March inclusive. Between these dates and 12th April, 1943, when the ceiling was imposed there was a lapse of time, and, as was expected, the retail price index for June quarter was appreciably higher than that for March quarter. This was due to various causes. Seasonal rises had taken place in the prices of potatoes, meat and eggs. The new supply of winter clothing came on to the retail market in June quarter and many important lines had shown substantial increases in price. There were also some adjustments that had to be made to retail prices to absorb increases in wholesale costs that were still outstanding when the ceiling was introduced. Through the operation of the automatic "cost of living" adjustment clauses of the industrial awards, this rise in the retail price index for June quarter necessitated an increase in the basic wage involving increased costs for all employing labour.

The Government was aware at the time it introduced the price stabilization policy that this situation would probably arise, and as soon as it was advised of the nature and extent of the rise it took the necessary steps to absorb the rise in costs, firstly by undertaking to refund to employers amounts paid as basic wage increases and secondly by reducing prices in such a way as to offset the price increases that had occurred.

These measures were announced on 21st July, 1943. The price of tea was reduced by 1s. 2d. per lb. to its pre-war level and the standard retail maximum price for potatoes was fixed at 5 lb. for 6d. (capital city basis). In the former case importers, and in the latter case growers, received a subsidy. At the same time, also, sales tax on clothing and textiles was reduced from 12½ to 7½ per cent. to take effect as existing stocks were cleared.

The range of commodities chosen for price reduction was small but all were universally consumed so that it was certain that the benefit of the reduction would be spread throughout the community. Prices of tea had risen by 50 per cent. and of clothing by an average of 75 per cent. since the outbreak of the war and seasonal fluctuations in potato prices had seriously disturbed the retail price level.

By December quarter 1943, the retail price index-number was again close to the pre-ceiling level of March quarter 1943.

12. Recent Developments.—Experience has shown that the further the ceiling date (12th April, 1943) receded the more difficult became the task of ascertaining prices on that particular date. The change-over from war-time controls to a peace-time economy raised many complex problems in respect of pricing and these new problems demanded a new approach. The rigidity of price ceilings had to give way to a more elastic control to permit of the expeditious pricing of the thousands of new or restored lines, and in certain instances the Commissioner extended to manufacturers the privilege of automatically fixing their own prices having regard to a previously determined basis.

The lifting of many economic war-time controls such as the Manpower Regulations, and those regulations governing the production of commodities and the modification of others, such as Wage-pegging Regulations, were major shocks to the economic structure.

Late in 1946, important steps were taken by the Commonwealth Government to modify the operation of the Price Stabilization Plan. The Government desired to keep expenditure on price stabilization subsidies within reasonable limits and adopted the policy of critically examining proposed new payments and tapering off existing commitments. Where necessary, relief from increased costs would be extended by price increase more frequently rather than by payment of subsidy.

General increases in the "real" basic wage resulting from the "Interim Basic Wage" judgment of the Commonwealth Arbitration Court of 13th December, 1946 (operating from the first pay-day in December, 1946) were partly offset by reductions or elimination of Sales Tax, and traders were required to absorb, in part, or wholly, the increased costs. In other cases, price increases were granted.

In February, 1947, the wages subsidies payable in respect of the Clothing Trades' Award and the National Security (Female Minimum Rates) Regulations were removed. In addition, payment of subsidy to cover basic wage adjustments was cancelled and steps were taken either to adjust prices or to require traders to absorb the increased costs.

On 30th May, 1947, a drastic change took place in connexion with import subsidies. The fundamental concept of *essentiality* gave way to that of *eligibility* for subsidy. The Government adopted an exclusive list of some 20 items which would be eligible for payment of import subsidies. The list of eligible items was practically restricted to textiles and clothing and several smaller items. Subsequently the list was gradually reduced until import subsidy on the last remaining item (viz. imported textiles and yarns) was discontinued as from 31st July, 1948.

The following additional adjustments have been made recently in regard to certain important commodities:—

Potatoes.—Retail prices were increased from 5 lb. to 4 lb. for 6d. from July, 1947.

Tea.—Wholesale prices were increased by 6d. per lb. from 1st March, 1947, but the saving in subsidy on this account was more than offset by the increased price of tea in India and Ceylon consequent upon the termination of the British Government contract and the resumption of auction sales. The increase in retail price, however, was also limited to 6d. per lb.

Clothing and Household Drapery.—Sales tax on clothing and household drapery was completely removed from 14th November, 1946.

The Prices Commissioner has constantly watched the supply position of commodities and services in relation to the demand. When the danger of "black marketing" in any commodity or service was eliminated by supply overtaking demand and the interests of the consuming public were adequately safe-guarded, steps were taken to remove these items from price control. In accordance with this policy, control was removed from such commodities as hay, chaff, straw and oats and growers' prices of fruit and vegetables.

13. Expenditure on Price Stabilization Subsidies.—The following is a comparison of the expenditure on Price Stabilization Subsidies for the years 1943-44 to 1946-47 inclusive. In addition to this expenditure, the Government paid subsidies to the dairy industry and on superphosphates and these payments also had a stabilizing influence on prices.

PRICES STABILIZATION SUBSIDIES—EXPENDITURE: AUSTRALIA.

Item.	1943-44.	1944-45.	1945-46.	1946-47.
	£	£	£	£
Potatoes	1,725,446	2,433,492	2,829,648	3,012,170
Tea	2,460,612	2,188,292	2,356,176	4,413,702
Milk	318,976	1,785,946	2,517,247	2,252,649
Recoupment of Basic Wage	1,101,603	801,891	555,372	2,307,435
Imports (other than Tea)	967,041	2,436,683	3,006,464	3,690,859
Coal	101,268	182,767	456,657	958,949
Firewood	199,679	305,221	201,204	314,852
Rubber .. .. .	..	98,783	141,200	333,575
Raw Wool .. .. .	..	..	..	3,416,876
Tobacco .. .. .	..	..	250,000	617,704
Other Expenditure ..	131,035	576,349	669,766	1,322,137
Total	7,005,660	10,809,424	12,983,734	22,640,908

14. **Expenditure on Commonwealth Prices Branch.**—The table following shows the expenditure on the Commonwealth Prices Branch during each of the years 1939-40 to 1947-48 inclusive. The expenditure over the whole period in respect of each State Office and Head Office was as follows :—New South Wales, £973,689; Victoria, £609,345; Queensland, £439,995; South Australia, £260,362; Western Australia, £316,466; Tasmania, £137,579; and Head Office, £736,531.

COMMONWEALTH PRICES BRANCH : EXPENDITURE, AUSTRALIA.

Year.					Salaries.	General Expenses.	Total.
					£	£	£
1939-40	..	..	..	..	19,086	7,622	26,708
1940-41	..	..	..	..	35,833	9,543	45,376
1941-42	..	..	..	..	70,047	14,354	84,401
1942-43	..	..	..	..	150,112	23,570	173,682
1943-44	..	..	..	..	285,265	49,653	334,918
1944-45	..	..	..	..	420,295	70,499	490,794
1945-46	..	..	..	..	486,256	73,489	559,745
1946-47	..	..	..	..	648,118	113,963	762,081
1947-48	..	..	..	..	844,798	151,464	996,262
Total	..	..	..	..	2,959,810	514,157	3,473,967

15. **Retail Price Indexes.**—The movement in the retail price index-numbers since the September quarter 1939, is shown below :—

RETAIL PRICE INDEX-NUMBERS, 1939-1947.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base of each Group : September Quarter, 1939 = 1,000.)

Period.	Food.	Rent.	Clothing.	Mis-cellaneous.	All Items "C" Series.
September quarter 1939 ..	1000	1000	1000	1000	1000
" " 1940 ..	1019	1006	1146	1049	1046
" " 1941 ..	1017	1009	1349	1117	1102
" " 1942 ..	1147	1009	1605	1155	1207
March .. 1943 ..	1130	1008	1685	1196	1226
June .. " ..	1150	1008	1754	1205	1248
September .. " ..	1126	1008	1734	1212	1237
December .. " ..	1103	1008	1718	1215	1226
September .. 1944 ..	1126	1008	1714	1211	1233
September .. 1945 ..	1130	1008	1693	1208	1229
September .. 1946 ..	1118	1009	1819	1214	1251
September .. 1947 ..	1200	1010	1873	1262	1301

D.—WAGES.

§ 1. Operations under Wages Board and Industrial Arbitration Acts.

1. **General.**—Particulars regarding operations under the Commonwealth and State Acts for the regulation of wages, hours and conditions of labour were first compiled for the year 1913, and reviews to the end of each annual period appear in the *Labour Reports* and in the *Quarterly Summaries of Australian Statistics*.

2. **Awards, Determinations and Industrial Agreements.**—The following table gives a summary for each of the years 1939 and 1943 to 1946 :—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.

State, etc.	1939.		1943.		1944.		1945.		1946.	
	Awards or Determinations made.	Agreements Filed.								
New South Wales	64	17	24	11	36	10	40	19	66	13
Victoria	173	..	129	..	110	..	69	..	116	..
Queensland	50	25	17	35	14	29	58	33	23	47
South Australia	18	7	44	7	31	3	48	6	124	13
Western Australia	20	25	6	12	9	9	9	11	12	6
Tasmania	18	..	20	..	16	..	6	..	9	..
Commonwealth Court	31	21	43	17	45	13	29	23	13	26
Commonwealth Public Service Arbitrator	1	..	3	..	4	..	7	..	2	..
Total	375	95	286	82	265	64	266	92	365	110

3. **Boards Authorized, Awards, etc., in Force.**—Owing to difficulties encountered in the collection of these statistics the tables shown in issues prior to No. 35 under this heading have been discontinued.

4. **Control of Wages During and Since the War.**—Reference might be made to *Labour Report* No. 35, page 55 for a summary of the steps taken during and since the war under the authority of the National Security (Economic Organization) Regulations to “peg” all rates of remuneration throughout all industry (both public and private) at those being paid on 10th February, 1942 and of the steps taken gradually to “unpeg” such wages by various amendments of the regulations mentioned.

§ 2. Rates of Wages 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 therefore are the minimum rates prescribed. They refer generally to the capital city in each State, but in industries which are not carried on in the capital cities, e.g., mining, agriculture, etc., the rates in the more important centres are taken. In cases where no award, determination, or agreement is in force, particulars are taken of the ruling union or predominant rate. During recent years the number of predominant rates of wage included in the tabulations has been reduced considerably, as most of the industries and occupations are now covered by awards, determinations, or industrial agreements.

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

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

2. **Weekly Rates of Wage, 1938 to 1946.**—(i) *General*. The average rate of wage for each industrial group is computed by taking the arithmetical average of the rates of wage payable for all classified occupations within that group. These averages are weighted in accordance with census results to give the average of all occupations 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 :—

WAGE RATES OF ADULT MALES.

WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK AND INDEX-NUMBERS OF WAGE RATES.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
No. of Occupations included ..	874	909	627	567	489	482	3,948

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1938 ..	95 0	91 2	95 10	87 1	99 1	88 5	93 5
" " 1942 ..	118 3	116 7	110 2	112 3	117 7	108 2	115 8
" " 1943 ..	121 3	119 7	116 10	113 9	122 2	116 9	119 5
" " 1944 ..	121 4	119 6	118 0	113 7	121 10	116 6	119 6
31st March, 1945 ..	121 4	119 7	118 0	113 8	122 1	116 5	119 7
30th June, 1945 ..	121 0	119 9	119 3	114 1	122 1	116 3	119 8
30th September, 1945 ..	121 1	120 0	119 5	114 5	122 9	116 3	119 11
31st December, 1945 ..	121 10	120 4	119 10	114 5	122 9	116 11	120 4
31st March, 1946 ..	122 0	120 11	119 10	114 10	122 11	117 8	120 8
30th June, 1946 ..	122 4	121 0	120 0	114 11	123 9	117 9	120 11
30th September, 1946 ..	123 3	121 9	120 11	117 2	124 7	118 5	121 10
31st December, 1946 ..	130 11	128 11	128 0	121 4	125 7	125 2	128 6

INDEX-NUMBERS.

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

31st December, 1938 ..	1,854	1,780	1,870	1,700	1,933	1,725	1,823
" " 1942 ..	2,308	2,275	2,150	2,189	2,294	2,111	2,257
" " 1943 ..	2,366	2,333	2,279	2,219	2,383	2,279	2,329
" " 1944 ..	2,367	2,332	2,303	2,216	2,377	2,273	2,332
31st March, 1945 ..	2,367	2,333	2,303	2,218	2,382	2,272	2,333
30th June, 1945 ..	2,361	2,337	2,327	2,226	2,382	2,268	2,336
30th September, 1945 ..	2,362	2,341	2,330	2,233	2,395	2,269	2,340
31st December, 1945 ..	2,377	2,347	2,339	2,233	2,395	2,282	2,348
31st March, 1946 ..	2,380	2,359	2,339	2,240	2,398	2,295	2,354
30th June, 1946 ..	2,387	2,362	2,341	2,243	2,415	2,297	2,360
30th September, 1946 ..	2,404	2,376	2,359	2,287	2,431	2,310	2,378
31st December, 1946 ..	2,554	2,515	2,498	2,368	2,450	2,442	2,507

Except in South Australia in 1933, wages declined in all States during the four years 1930 to 1933, the average rates at 31st December of the latter year being approximately 17 per cent. less than those ruling at the end of 1930. Increases were granted in each of the States during the next six years, the weighted average nominal rate for Australia at 31st December, 1938 being 16 per cent. higher than at the end of 1933. During the war years nominal weekly wages advanced annually in each State, the greatest increase occurring in 1942 (11 per cent. for Australia), followed by an increase of 3 per cent. in the following year, after which they remained comparatively stable until the fourth quarter of 1946 when they advanced 5.4 per cent. due mainly to the increase in the "needs" wage granted by the Commonwealth Court of Conciliation and Arbitration in its judgment of 13th December, 1946. Male wages at 31st December, 1946 were 37.5 per cent. higher than in December, 1938 and 6.8 per cent. higher than in December, 1945.

At the close of 1946 rates were highest in New South Wales, followed in the order named by Victoria, Queensland, Western Australia, Tasmania and South Australia. The highest weighted average rate for Australia was recorded at 31st December, 1946, namely, 128s. 6d. per week.

(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.

WAGE RATES OF ADULT MALES.

WEIGHTED AVERAGE NOMINAL WEEKLY RATES FOR A FULL WEEK'S WORK AND INDEX-NUMBERS OF WAGE RATES IN EACH INDUSTRIAL GROUP.

NOTE.—Index-numbers for each industrial group and for all industrial groups are based on the average wage for all groups in 1911 (51s. 3d.) = 1,000. The index-numbers in this table are comparable throughout :—

Industrial Group.	Weighted Average Nominal Weekly Rate of Wage and Index-number at—								
	31st Dec., 1938.	31st Dec., 1943.	31st Dec., 1944.	31st Dec., 1945.	31st Mar., 1946.	30th June, 1946.	30th Sept., 1946.	31st Dec., 1946.	
I. Wood, Furniture, etc. { Wage ..	98/2	121/0	121/1	121/4	121/9	121/10	122/10	129/2	
{ Index-No.	1,916	2,362	2,363	2,368	2,375	2,378	2,397	2,520	
II. Engineering, etc. { Wage ..	97/8	121/1	121/2	121/0	121/2	121/2	122/3	129/1	
{ Index-No.	1,906	2,363	2,364	2,361	2,364	2,365	2,385	2,519	
III. Food, Drink, etc. { Wage ..	95/2	117/8	118/0	118/9	118/10	119/0	120/2	126/9	
{ Index-No.	1,857	2,297	2,303	2,316	2,319	2,323	2,344	2,473	
IV. Clothing, Textiles, etc. { Wage ..	91/9	119/7	119/0	118/11	118/11	119/8	120/0	126/11	
{ Index-No.	1,790	2,334	2,321	2,321	2,321	2,335	2,341	2,476	
V. Books, Printing, etc. { Wage ..	112/0	135/4	134/8	134/9	134/9	139/1	139/4	148/2	
{ Index-No.	2,185	2,640	2,627	2,630	2,630	2,715	2,719	2,891	
VI. Other Manufacturing { Wage ..	94/4	118/9	118/8	119/3	119/5	119/11	121/1	128/1	
{ Index-No.	1,840	2,316	2,315	2,326	2,330	2,340	2,362	2,499	
VII. Building .. { Wage ..	104/6	128/11	129/1	130/11	133/11	134/1	135/3	141/10	
{ Index-No.	2,039	2,516	2,518	2,555	2,613	2,616	2,640	2,768	
VIII. Mining, etc. .. { Wage ..	108/2	126/6	126/11	127/2	127/5	127/5	128/6	134/6	
{ Index-No.	2,111	2,468	2,477	2,482	2,486	2,486	2,507	2,624	
IX. Railways, etc. ... { Wage ..	95/5	121/9	121/10	122/9	123/1	123/3	124/2	130/10	
{ Index-No.	1,862	2,376	2,377	2,396	2,402	2,405	2,423	2,553	
X. Other Land Transport { Wage ..	91/7	112/0	112/1	113/5	113/7	113/7	114/7	121/7	
{ Index-No.	1,787	2,186	2,188	2,213	2,216	2,217	2,236	2,372	
XI. Shipping, etc. (a) { Wage ..	97/6	122/10	122/2	122/3	122/3	123/2	124/3	131/6	
{ Index-No.	1,902	2,397	2,383	2,385	2,385	2,404	2,424	2,566	
XII. Agricultural, etc. (b) { Wage ..	82/3	118/11	119/4	121/9	121/10	121/10	122/5	129/0	
{ Index-No.	1,604	2,321	2,328	2,376	2,377	2,377	2,389	2,517	
XIII. Domestic, etc. (b) { Wage ..	88/3	109/8	109/9	109/9	109/10	110/2	111/3	117/4	
{ Index-No.	1,722	2,140	2,142	2,142	2,143	2,149	2,170	2,289	
XIV. Miscellaneous { Wage ..	90/5	114/3	114/5	114/7	114/8	114/9	115/10	122/6	
{ Index-No.	1,764	2,230	2,232	2,236	2,238	2,239	2,268	2,390	
All Industrial Groups { Wage ..	93/5	119/5	119/6	120/4	120/8	120/11	121/10	128/6	
{ Index-No.	1,823	2,329	2,332	2,348	2,354	2,360	2,378	2,507	

(a) Includes the value of victualling and accommodation where supplied. (b) Includes the value of board and lodging where supplied.

The foregoing table shows that the highest average weekly wage at 31st December, 1946 was recorded in Group V. (Books, Printing, etc.), 148s. 2d. per week, followed by Groups VII. (Building), 141s. 10d., VIII. (Mining, etc.), 134s. 6d., XI. (Shipping, etc.),

131s. 6d., IX. (Railways, etc.), 130s. 10d., I. (Wood, Furniture, etc.), 129s. 2d. and II. (Engineering, etc.), 129s. 1d. The lowest average rate was recorded in Group XIII., (Domestic, etc.), 117s. 4d. Compared with those prevailing at 31st December, 1945, rates of wage increased in all industrial groups during 1946.

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

WAGE RATES OF ADULT FEMALES.

WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK AND INDEX-NUMBERS OF WAGE RATES.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
No. of Occupations included ..	85	87	37	47	24	28	308

RATES OF WAGE.							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 3½
" " 1942 ..	63 10	64 11	66 4	60 3	64 2	61 3	64 4
" " 1943 ..	67 11	70 2	69 9	61 3	66 6	63 3	68 4
" " 1944 ..	71 3	73 11	74 1	65 4	65 10	68 6	71 11
31st March, 1945 ..	71 3	74 0	74 1	66 1	65 10	68 5	72 0
30th June, 1945 ..	70 11	73 11	74 1	66 1	65 10	68 3	71 10
30th September, 1945 ..	71 0	73 11	74 1	66 1	66 0	68 4	71 11
31st December, 1945 ..	71 3	73 11	74 1	66 1	66 0	68 5	72 0
31st March, 1946 ..	71 3	74 0	74 1	66 1	66 0	68 7	72 0
30th June, 1946 ..	71 5	74 3	74 3	66 6	66 8	68 10	72 3
30th September, 1946 ..	71 9	74 7	74 10	70 9	67 2	69 0	72 11
31st December, 1946 ..	76 0	78 6	79 5	72 10	67 2	72 7	76 9

INDEX-NUMBERS.

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

31st December, 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
" " 1942 ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368
" " 1943 ..	2,501	2,582	2,568	2,253	2,446	2,329	2,516
" " 1944 ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647
31st March, 1945 ..	2,622	2,722	2,726	2,431	2,422	2,517	2,649
30th June, 1945 ..	2,609	2,720	2,726	2,431	2,422	2,512	2,643
30th September, 1945 ..	2,612	2,722	2,726	2,431	2,428	2,516	2,646
31st December, 1945 ..	2,623	2,722	2,726	2,431	2,428	2,517	2,650
31st March, 1946 ..	2,623	2,724	2,726	2,431	2,428	2,525	2,650
30th June, 1946 ..	2,628	2,732	2,734	2,446	2,454	2,532	2,659
30th September, 1946 ..	2,640	2,745	2,755	2,605	2,472	2,538	2,684
31st December, 1946 ..	2,799	2,889	2,923	2,679	2,472	2,673	2,824

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

Female rates followed the same downward course as male rates from 1930 to 1933. The weekly average nominal wage for Australia fell from 54s. 1d. at 31st December, 1929, to 43s. 5d. at the same date in 1933, a decline of 10s. 8d., or 20 per cent. As with the rates for males, increases were recorded in all States during the next eleven years. There was practically no movement in 1945 and little in 1946 until the last quarter, when a rise of 5.2 per cent. occurred. The weighted average rate for Australia at 31st December, 1946 had advanced by 33s. 4d. per week over that ruling on 31st December, 1933, and was 49.7 per cent. above the average at 31st December, 1938. The weighted average rate for Australia at 31st December, 1946, namely, 76s. 9d. per week, was the highest recorded to that date.

(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.

WAGE RATES OF ADULT FEMALES.

WEIGHTED AVERAGE NOMINAL WEEKLY RATES PAYABLE FOR A FULL WEEK'S WORK AND INDEX-NUMBERS OF WAGE RATES IN EACH INDUSTRIAL GROUP.

Date.	Industrial Group.					
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I. II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(a)	XIV. Miscel- laneous.	All Groups.
RATES OF WAGE.						
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
31st December, 1938..	47 1	49 9	50 6	52 11	54 6	51 3
" " 1942..	59 8	63 11	64 7	63 4	67 1	64 4
" " 1943..	62 3	66 2	71 5	65 10	75 11	68 4
" " 1944..	62 7	72 9	71 10	67 1	76 4	71 11
31st March, 1945 ..	62 9	72 9	71 10	67 5	76 4	72 0
30th June, 1945 ..	62 7	72 8	71 6	67 3	76 1	71 10
30th September, 1945	62 9	72 9	71 6	67 3	76 1	71 11
31st December, 1945..	62 11	72 9	71 9	67 5	76 4	72 0
31st March, 1946 ..	63 5	72 9	71 9	67 5	76 4	72 0
30th June, 1946 ..	64 1	73 2	71 9	67 6	76 4	72 3
30th September, 1946	64 8	73 4	72 5	68 8	77 10	72 11
31st December, 1946..	68 8	77 2	77 3	72 9	81 0	76 9

INDEX-NUMBERS.

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

31st December, 1938..	1,732	1,831	1,859	1,947	2,004	1,887
" " 1942..	2,195	2,354	2,378	2,332	2,468	2,368
" " 1943..	2,291	2,435	2,629	2,424	2,794	2,516
" " 1944..	2,304	2,678	2,643	2,470	2,809	2,647
31st March, 1945 ..	2,305	2,678	2,643	2,480	2,809	2,649
30th June, 1945 ..	2,304	2,675	2,633	2,474	2,801	2,643
30th September, 1945	2,311	2,678	2,633	2,474	2,801	2,646
31st December, 1945..	2,317	2,678	2,640	2,481	2,809	2,650
31st March, 1946 ..	2,333	2,678	2,641	2,481	2,809	2,650
30th June, 1946 ..	2,358	2,693	2,642	2,484	2,809	2,659
30th September, 1946	2,379	2,699	2,664	2,528	2,865	2,684
31st December, 1946..	2,526	2,840	2,842	2,678	2,980	2,824

(a) Includes the value of board and lodging, where supplied.

During 1946 the rate of wage for female employees in each industrial group increased as follows :—III. (Food, etc.), 5s. 9d. per week ; I., II., V. and VI. (All other manufacturing), 5s. 6d. per week ; XIII. (Domestic, etc.), 5s. 4d. per week ; XIV. (Miscellaneous), 4s. 8d. ; and IV. (Clothing, etc.), 4s. 5d. per week. The weighted average for all groups increased by 4s. 9d. per week.

3. *Relative Hours of Labour and Hourly Rates of Wage, 1938 to 1946.*—(i) *General.* The rates of wage referred to in preceding paragraphs are the minima payable for a full week's work. The number of hours constituting a full week's work differs, however, in many 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. Particulars as at the end of the years 1943 to 1946 compared with 1938 are given in the following table, for males and females separately in each State. These particulars relate to (a) the weighted average

nominal weekly wage; (b) the weighted average number of working hours constituting a full week's work; and (c) the weighted average hourly wage. The weighted average weekly wage relates to all industrial groups combined and includes the value of board and lodging where supplied in land occupations, and the value of victualling and accommodation where supplied in marine occupations, whereas the number of working hours and the hourly wage relate to all industrial groups other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Many of the occupations included in these groups are of a casual or seasonal nature, and the hours of labour are not generally regulated either by awards or determinations of industrial tribunals or otherwise, hence the necessary definite particulars for the computation of the average number of working hours are not available.

The general effect of reducing the rates of wages to a common basis (i.e., per hour) is to eliminate any difference between the several States which may be due to unequal working time.

(ii) *Adult Males and Females.* Particulars of the weekly and hourly wages and hours of labour for adult males and females at the close of the years 1943 to 1946, compared with 1938 are given in the table hereunder:—

WEEKLY AND HOURLY WAGES AND HOURS OF LABOUR OF ADULT WORKERS.

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.								
1938..	Weekly Wage (a) ..	95/0	91/2	95/10	87/1	99/1	88/5	93/5
	Working Hours (b) ..	44.01	45.75	43.67	46.31	44.34	46.00	44.82
	Hourly Wage (b) ..	2/3	2/0½	2/3	1/10½	2/4	1/11½	2/1½
1943..	Weekly Wage (a) ..	121/3	119/7	116/10	113/9	122/2	116/9	119/5
	Working Hours (b) ..	43.52	43.94	43.18	44.21	43.15	43.37	43.62
	Hourly Wage (b) ..	2/9½	2/8½	2/8½	2/6½	2/10½	2/7½	2/8½
1944..	Weekly Wage (a) ..	121/4	119/6	118/0	113/7	121/10	116/6	119/6
	Working Hours (b) ..	43.50	43.91	43.18	44.21	43.15	43.39	43.61
	Hourly Wage (b) ..	2/9½	2/8½	2/8½	2/6½	2/10	2/7½	2/8½
1945..	Weekly Wage (a) ..	121/10	120/4	119/10	114/5	122/9	116/11	120/4
	Working Hours (b) ..	43.50	43.91	43.18	44.07	43.15	43.38	43.59
	Hourly Wage (b) ..	2/9½	2/9	2/8½	2/6½	2/10½	2/7½	2/9
1946..	Weekly Wage (a) ..	130/11	128/11	128/0	121/4	125/7	125/2	128/6
	Working Hours (b) ..	43.50	43.82	43.18	44.07	43.15	43.38	43.57
	Hourly Wage (b) ..	3/0½	2/11½	2/11	2/8½	2/10½	2/9½	2/11½
FEMALE WORKERS.								
1938..	Weekly Wage ..	51/10	50/7	53/6	47/9	54/4	49/8	51/3
	Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
	Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½
1943..	Weekly Wage ..	67/11	70/2	69/9	61/3	66/6	63/3	68/4
	Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
	Hourly Wage ..	1/6½	1/7	1/7	1/4½	1/6½	1/5½	1/6½
1944..	Weekly Wage ..	71/3	73/11	74/1	65/4	65/10	68/6	71/11
	Working Hours ..	43.88	44.19	44.00	43.99	44.00	44.00	44.03
	Hourly Wage ..	1/7½	1/8	1/8½	1/5½	1/6	1/6½	1/7½
1945..	Weekly Wage ..	71/3	73/11	74/1	66/1	66/0	68/5	72/0
	Working Hours ..	43.88	44.19	44.00	43.99	44.00	44.00	44.03
	Hourly Wage ..	1/7½	1/8	1/8½	1/6	1/6	1/6½	1/7½
1946..	Weekly Wage ..	76/0	78/6	79/5	72/10	67/2	72/7	76/9
	Working Hours ..	43.88	44.19	44.00	43.99	44.00	44.00	44.03
	Hourly Wage ..	1/8½	1/9½	1/9½	1/7½	1/6½	1/7½	1/9

(a) Weighted average weekly rate in all industrial groups combined. (b) Weighted average working hours per week, and computed hourly rates of wage for all industrial groups excepting Groups XI. (Shipping, etc.), and XII. (Agricultural, Pastoral, etc.). Working hours have not been generally regulated by industrial tribunals for occupations classified in industrial groups XI. and XII.

(iii) *Index-numbers.* The downward tendency in hours of labour for Australia commenced in the December quarter of 1924, when the weighted averages were 46.66 for males and 46.02 for females, and, excepting for slight increases in 1929 and 1930, the reduction has continued. During 1945 hours for males were reduced slightly in South Australia and Tasmania, and in 1946 in Victoria. The weighted averages for Australia at 31st December, 1946, were 43.57 hours for males and 44.03 hours for females. The effect of changes in hours of labour on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers for all classes combined given in the following table. It should be noted that these comparative index-numbers for males and females are on the 1914 base as against the 1911 base of the earlier tables for adult males. This is because there is no tabulation for adult female rates prior to 1914 :—

WEEKLY AND HOURLY INDEX-NUMBERS OF WAGE RATES : ADULT WORKERS.

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.								
1938..	{ Weekly Wage ..	1,725	1,656	1,740	1,581	1,799	1,605	1,696
	{ Hourly Wage (a) ..	1,935	1,741	1,934	1,638	1,968	1,671	1,840
1943..	{ Weekly Wage ..	2,202	2,170	2,120	2,065	2,217	2,120	2,167
	{ Hourly Wage (a) ..	2,401	2,342	2,307	2,183	2,448	2,260	2,352
1944..	{ Weekly Wage ..	2,202	2,170	2,143	2,062	2,212	2,115	2,170
	{ Hourly Wage (a) ..	2,405	2,343	2,329	2,173	2,443	2,254	2,355
1945..	{ Weekly Wage ..	2,212	2,184	2,176	2,078	2,228	2,123	2,185
	{ Hourly Wage (a) ..	2,408	2,355	2,347	2,192	2,446	2,255	2,365
1946..	{ Weekly Wage ..	2,376	2,340	2,324	2,203	2,280	2,272	2,332
	{ Hourly Wage (a) ..	2,593	2,533	2,509	2,339	2,491	2,423	2,529
FEMALE WORKERS.								
1938..	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,164	1,991	2,084
1943..	{ Weekly Wage ..	2,501	2,582	2,568	2,253	2,446	2,329	2,516
	{ Hourly Wage ..	2,798	2,869	2,866	2,514	2,730	2,599	2,806
1944..	{ Weekly Wage ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647
	{ Hourly Wage ..	2,934	3,024	3,042	2,685	2,703	2,813	2,952
1945..	{ Weekly Wage ..	2,623	2,722	2,726	2,431	2,428	2,517	2,650
	{ Hourly Wage ..	2,935	3,024	3,042	2,714	2,709	2,809	2,958
1946..	{ Weekly Wage ..	2,799	2,889	2,923	2,679	2,472	2,673	2,824
	{ Hourly Wage ..	3,131	3,209	3,262	2,991	2,759	2,983	3,149

(a) See footnote to following table.

* Approximate Weekly Rates—M = 55/1; F = 27/2. Hourly Rates—M = 1/2; F = 0/6½.

4. **Weighted Average Nominal Weekly Hours of Labour, Adult Males.**—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, 1943 to 1946 compared with 1938.

HOURS OF LABOUR.

INDEX-NUMBERS OF WEEKLY HOURS OF LABOUR OF ADULT MALES.

NOTE.—Index-numbers are based on the average hours of labour for Australia at 30th April, 1914 (48.93) = 1,000. Overtime is excluded.

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
1938..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	44.01 899	45.75 935	43.67 893	46.31 946	44.34 906	46.00 940	44.82 916
1943..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.52 889	43.94 898	43.18 882	44.21 904	43.15 882	43.37 886	43.62 891
1944..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.50 889	43.91 897	43.18 882	44.21 904	43.15 882	43.39 887	43.61 891
1945..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.50 889	43.91 897	43.18 882	44.07 901	43.15 882	43.38 887	43.59 891
1946..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.50 889	43.82 896	43.18 882	44.07 901	43.15 882	43.38 887	43.57 890

(a) Weighted average working hours per week for all industrial groups excepting Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Working hours have not been generally regulated by industrial tribunals for occupations classified in Industrial Groups XI. and XII.

5. *Nominal and Effective Wages.*—(i) *General.* Wages are said to be *nominal* when they represent the actual amounts of moneys received in return for labour, and are described as *effective* or *real* when expressed in terms of their equivalent purchasing power, that is, their purchasing power over some definite composite unit or regimen the cost of which can be ascertained at different times. The relation between *nominal* and *effective* or *real* wages was discussed at some length in *Labour Report* No. 6, and was also referred to in *Labour Report* No. 11.

Since it is possible to measure purchasing power over more than one composite unit or regimen it is equally possible to convert any given nominal wage series into more than one series of effective or real wages. Prior to 1936 it was the practice of this Bureau to compute effective wage index-numbers by dividing the nominal wage index-numbers by the corresponding retail price index-numbers for food, groceries and rent of all houses ("A" series). While wage rates were generally varied on the basis of the "A" series index-numbers there was a good deal to be said for this procedure. When the Commonwealth Court abandoned the "A" series, the merits of the "C" series for deflating nominal wage rates were strengthened. The "C" series covers food, groceries, rent for four and five-roomed houses, clothing and miscellaneous household requirements. As the computation of the "A" series was discontinued after the June quarter of 1938, real wages to the end of 1937 are measured in terms of their purchasing power over both the "A" series regimen and the "C" series regimen in the following tables, and over the "C" series only for the subsequent years.

(ii) *Nominal Weekly Wage Index-numbers, Adult Males, 1901 to 1946—States.* The following table shows for the period 1901 to 1946 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 1901 and 1911 are based on rates current at the end of December, annual averages

not being available. For 1914 and subsequent years, however, the index-numbers are based on the average rates current at the end of the four quarters of each year :—

NOMINAL WAGE INDEX-NUMBERS : ADULT MALES.

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

State.	1901.	1911.	1914.	1921.	1929.	1933.	1938.	1942.	1943.	1944.	1945.	1946.
New South Wales	858	1,003	1,093	1,862	2,012	1,638	1,829	2,210	2,357	2,365	2,367	2,431
Victoria ..	796	985	1,062	1,803	1,964	1,502	1,755	2,172	2,330	2,323	2,340	2,403
Queensland ..	901	997	1,035	1,879	1,976	1,720	1,854	2,091	2,207	2,288	2,326	2,384
South Australia ..	819	1,013	1,061	1,697	1,891	1,423	1,688	2,065	2,212	2,212	2,228	2,285
Western Australia	1,052	1,152	1,223	1,832	1,960	1,584	1,876	2,215	2,349	2,368	2,389	2,424
Tasmania ..	719	799	1,027	1,745	1,840	1,519	1,718	2,057	2,196	2,268	2,273	2,336
Australia ..	848	1,000	1,081	1,826	1,972	1,584	1,799	2,164	2,309	2,326	2,339	2,400

(iii) *Effective or Real Wage Index-numbers, Adult Males, 1901 to 1946—States.* In obtaining the effective wage index-numbers in the following tables, the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

The index-numbers for 1901 and 1911 which are based on nominal rates of wage current at the end of December may be taken as substantially accurate, since the movement in wages during the course of any one year prior to 1914 was comparatively slight.

EFFECTIVE OR REAL WAGE INDEX-NUMBERS FOR ADULT MALES (FULL WORK).

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

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

State.	1901.	1911.	1914.	1921.	1929.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
New South Wales	..	961	973	906	1,079	1,050	1,150	1,138	1,101	1,095	1,090	1,107
Victoria	915	1,037	961	1,038	1,084	1,162	1,126	1,139	1,114	1,092	1,075
Queensland	1,172	1,090	1,038	1,244	1,220	1,345	1,376	1,417	1,377	1,323	1,237
South Australia	948	957	929	1,027	1,067	1,178	1,133	1,152	1,144	1,149	1,143
Western Australia	..	1,024	1,023	1,070	1,139	1,143	1,232	1,212	1,246	1,221	1,260	1,251
Tasmania	827	838	942	977	1,064	1,104	1,067	1,094	1,086	1,099	1,094
Australia	964	1,000	948	1,076	1,082	1,185	1,168	1,178	1,148	1,135	1,121

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

EFFECTIVE OR REAL WAGE INDEX-NUMBERS FOR ADULT MALES (FULL WORK).

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

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

State.	1911.	1914.	1921.	1929.	1933.	1937.	1938.	1939.	1942.	1943.	1944.	1945.	1946.
New South Wales	925	1,073	1,130	1,186	1,168	1,207	1,207	1,204	1,234	1,247	1,249
Victoria	954	1,084	1,164	1,147	1,155	1,180	1,180	1,190	1,233	1,234	1,243
Queensland	1,022	1,227	1,290	1,382	1,277	1,311	1,306	1,221	1,241	1,288	1,307
South Australia	914	1,034	1,099	1,086	1,128	1,146	1,147	1,159	1,209	1,214	1,218
Western Australia	1,043	1,096	1,152	1,177	1,242	1,281	1,308	1,259	1,282	1,292	1,300
Tasmania	902	984	1,108	1,110	1,141	1,167	1,153	1,150	1,184	1,237	1,237
Australia	1,000	948	1,087	1,151	1,187	1,178	1,209	1,211	1,196	1,231	1,246	1,252

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

(iv) *Effective or Real Wage Index-numbers, 1901 to 1946—Australia.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia for the year concerned by the corresponding retail price index-numbers for the Six Capital Cities and multiplying by 1,000.

NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS (FULL WORK).

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

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., Relative Purchasing Power over Regimen of—	
		"A" Series (Food, Groceries and Rent of all Houses).	"C" Series (All Items).	"A" Series.	"C" Series.
1901	848	880	..	964	..
1910	955	970	..	985	..
1911	1,000	1,000	(1,000)	1,000	(1,000)
1916	1,144	1,324	1,319	864	867
1917	1,226	1,318	1,406	930	872
1918	1,270	1,362	1,501	932	846
1919	1,370	1,510	1,695	907	808
1920	1,627	1,785	1,935	911	841
1921	1,826	1,697	1,680	1,076	1,087
1922	1,801	1,600	1,619	1,126	1,112
1923	1,805	1,700	1,664	1,062	1,085
1924	1,840	1,681	1,637	1,095	1,124
1925	1,861	1,722	1,654	1,081	1,125
1926	1,914	1,786	1,677	1,072	1,141
1927	1,946	1,766	1,662	1,102	1,171
1928	1,963	1,760	1,675	1,115	1,172
1929	1,972	1,822	1,713	1,082	1,151
1930	1,939	1,683	1,618	1,152	1,198
1931	1,752	1,479	1,448	1,185	1,210
1932	1,639	1,403	1,377	1,168	1,190
1933	1,584	1,345	1,335	1,178	1,187
1934	1,590	1,385	1,355	1,148	1,179
1935	1,612	1,420	1,380	1,135	1,169
1936	1,638	1,461	1,409	1,121	1,162
1937	1,707	1,507	1,448	1,133	1,178
1938	1,799	(a)	1,488	(a)	1,209
1939	1,846	(a)	1,526	(a)	1,211
1940	1,889	(a)	1,588	(a)	1,190
1941	1,997	(a)	1,673	(a)	1,194
1942	2,164	(a)	1,809	(a)	1,196
1943	2,309	(a)	1,876	(a)	1,231
1944	2,326	(a)	1,867	(a)	1,246
1945	2,339	(a)	1,868	(a)	1,252
1946	2,400	(a)	1,900	(a)	1,263

(a) Not available.

NOTE.—For years prior to 1914 the nominal wage index-numbers relate to the end of the year only, but from 1914 onwards these figures, in addition to those for retail prices, are averages for the whole year.

§ 3. Basic Wages in Australia.

1. *General.*—Basic wages in Australia are fixed by various industrial tribunals operating under Commonwealth and State Arbitration Acts, and are varied from time to time according to changes in cost of living, constitution of the family unit, etc. In the industrial legislation of New South Wales, Queensland, South Australia and Western Australia, provision is made for the tribunals appointed under the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, the same Wages Board system exists, but by amendments of the Factories Act, operative from 17th October, 1934, Wages Boards are obliged to adopt Commonwealth Award rates and conditions "which such Boards are under the Factories and Shops Acts empowered to include in their determinations." As the power of the Commonwealth Arbitration Court is limited by the Constitution to the settlement, by conciliation and arbitration, of industrial disputes extending beyond the limits of any one State, no similar provision respecting the determination of a basic wage is to be found in the Commonwealth Conciliation and Arbitration Act. In practice, the Court does declare a Commonwealth basic wage and uses the wage so declared as a basis for all awards made by it in the exercise of its jurisdiction. That is, upon a new basic wage being declared, the awards made in the settlement of all interstate industrial disputes are re-opened and amended accordingly. In addition to the "basic" wage, these tribunals also determine what is known as the "secondary" wage—"the extra payment to be made for trained skill or other exceptional qualities necessary for an employee exercising the functions required."* The term "minimum" wage, on the other hand, is used to express the lowest rate payable in a particular industry, and is either equal to, or greater than, the "basic" wage.

2. *The Commonwealth Basic Wage.*—(i) *General.* The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon in 1905. In spite, however, of these pronouncements and the fact that wage-fixing tribunals had been in operation as early as 1896 (in the State of Victoria), it was not until 1907 that the first basic wage, as such, was declared by a Court in Australia. This was made by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, and it was defined as the lowest wage which can be paid to an unskilled labourer on the basis of "the normal needs of an average employee regarded as a human being living in a civilized community."[†] This 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, of the Sunshine Harvester Works, Victoria, from which was derived the title of the "Harvester Wage" by which it is popularly known. The rate of wage declared in this case was 7s. per day or £2 2s. per week for Melbourne, the amount considered reasonable for "a family of about five."[‡] The constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The "Harvester" basic rate was adopted by the Commonwealth Arbitration Court for incorporation in its awards, and practically the same rates continued until 1913, when the Court took cognizance of the retail price index-numbers, covering food and groceries and rent of all houses ("A" series), for the 30 more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. These index-numbers had been taken back to 1901, with the year 1911 as base, and disclosed not only considerable percentage increases since 1907, but also large disparities in the relative purchasing power of money in the various towns. The basic rates for towns were thereafter fixed largely on their respective index-numbers, taking the index-number 875 for Melbourne for the year 1907 as being equivalent to the

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

[†] *Ibid.*

[‡] See page 478 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit".

"Harvester" rate of 42s. per week, or the base of the table 1,000 as being equivalent to 48s. per week. Exceptions were made in the case of many country towns, where certain "loadings" were applied to counterbalance their lower index-numbers due to cheaper rentals.*

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

The Commonwealth Conciliation and Arbitration Act provides that the "basic" wage, or any alteration thereof including the principles on which it is computed, together with any variation or interpretation of any award involving any such alteration, shall be considered by a Court constituted by the Chief Judge and not less than two other Judges, and must be approved by a majority of the members of that Court. By a judgment of the High Court on 21st April, 1933, the "basic" wage is taken to mean for the foregoing purpose not only the "Harvester" wage but any "loadings" forming part of the primary wage of an unskilled labourer. A "loading" is defined as an addition to the "basic" wage as compensation for some peculiar condition of labour or environment, and not by way of "margin for skill". The wage payable for skilled labour is assessed on the basis of the "basic" wage, including "loadings."

The adequacy or otherwise of the "Harvester" standard has been the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the 1914-18 War hindered such a review which was regarded as less urgent by reason of the fact that wages throughout Australia were being automatically adjusted to changes in retail prices. A Royal Commission (referred to later) was appointed in 1920 to assess a basic wage, but its recommendations were not carried out.

No change was made in the method of fixation and adjustment of the basic wage until the onset of the depression which began to be felt severely during 1930. Applications were then made to the Court by employers for some greater measure of reduction of wages than that afforded by the automatic adjustments to falling retail prices. An account of the proceedings which resulted in the Court reducing all wages under its jurisdiction by 10 per cent. from 1st February, 1931, is given in *Labour Report* No. 23, page 74. Reference is also made to the Court's refusal in June, 1932, and May, 1933, to remove this special reduction.

(ii) *Basic Wage Inquiry, 1934.* The "Harvester" standard, adjusted to retail price variations, continued as the theoretical basis of the wage of the Commonwealth Court until 30th April, 1934, when it was superseded by a judgment delivered on 17th April, 1934, full particulars of which appear in *Official Year Book* No. 29, 1936, page 545. The basic wage declared on this occasion (subsequently referred to as the "Needs" Basic Wage 1934) was as follows for the six capital cities:—

		<i>s.</i>	<i>d.</i>			<i>s.</i>	<i>d.</i>		
Sydney	67	o	Adelaide	..	..	64	o
Melbourne	64	o	Perth	..	..	66	o
Brisbane	61	o	Hobart	..	..	67	o

Six Capital Cities, 65s. od.

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

† Awarded by Mr. Justice Powers in the Gas Workers' case.

The following is a comparison for the capital cities of the basic rates granted by the judgment and those ruling under previous practices of the Court :—

COMPARISON OF BASIC RATES AWARDED FOR CAPITAL CITIES.

City.	New Rates Awarded 1st May, 1934; "C" Series.	Rates being paid prior to 1st May, 1934.		Increase (+) or Decrease (-) in New Rates as compared with—			
		Under "D" Series less 10 per cent. "Cut."(a)	Under "A" Series (Full).(b)	"D" Series.		"A" Series.	
				Full.	Less 10 per cent. "Cut."	Full.	Less 10 per cent. "Cut."
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	<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>
Sydney	67 0	66 11	72 0	-7 4	0 1	-5 0	+2 2
Melbourne ..	64 0	63 4	67 6	-6 4	0 8	-3 6	+3 3
Brisbane ..	61 0	59 4	62 0	-4 11	1 8	-1 0	+5 2
Adelaide ..	64 0	60 2	63 0	-2 10	3 10	+1 0	+7 4
Perth	66 0	59 3	64 0	+0 2	6 9	+2 0	+8 5
Hobart	67 0	64 10	70 0	-5 0	2 2	-3 0	+4 0
Six Capitals ..	65 0	63 9	68 0	-5 10	1 3	-3 0	+3 10

(a) Calculated to nearest 1d., and including the equivalent of the " Powers' 3s. ". (b) Calculated to the nearest 6d., and including " Powers' 3s. " (in full).

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the " A " and the " D " Series to the " C " Series of Index-numbers which covers Food and Groceries, Rent of 4-roomed and 5-roomed Houses, Clothing, Fuel, Light, Household Utensils, Household Drapery, Fares, and other Miscellaneous household requirements. The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the rates in Column 2 for the capital cities on the basis of their respective index-numbers. In effect, the new rate for the Six Capital Cities was the same as that previously paid under the " A " Series, without the " Powers' 3s. " and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the " A " Series, owing to the different relationship of towns under the " A " and the " C " Series.

In view, however, of the fact that the vast majority of workers were being paid the rates shown in Column 3 under the " D " Series Retail Price Index (which rates allowed for the 10 per cent. " cut " in wages), the differences compared with the full basic wage standard established by the Court from 1st May, 1933 by means of this Series were as shown in Column 5. The full rates under this Series may be obtained by adding one-ninth to those rates in Column 3.

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

(a) Various amounts were added to the basic wage not as an integral, and therefore adjustable, part of that wage, but as " loadings " on the rates payable under the " shilling

table" as determined by the 1934 judgment. The latter was referred to in the judgment as the "needs" portion of the total resultant basic wages. The "loadings" and resultant "total basic wages" for the six capital cities were as follows:—

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

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

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

The main parts of the judgment are reprinted in Official Year Book No. 30, and in *Labour Report* No. 28, p. 77.

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

(v) *Basic Wage Inquiry, 1940.* On 5th August, 1940 the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series Index upon which the "Court" Series are based) from 81s. to 100s. per week, and the abolition of the present "Prosperity" loadings, which would be regarded as incorporated in the new rate mentioned. Judgment was delivered on 7th February, 1941, the Court unanimously refusing to grant any increase, and deciding that the application should not be dismissed but stood over for further consideration after 30th June, 1941. The application was refused mainly owing to the uncertainty of the economic outlook under existing war conditions (*see* (vi) following).

In regard to the popular idea that the basic wage of the Commonwealth Court of Conciliation and Arbitration was identified with a specific family unit, the Chief Judge made the following statements to clarify the position: "The Court has always conceded 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. That, no doubt, is the object, but the adoption of something like the real average family as the unit to be provided for is not without its use in the attainment of that object. There is no clear means of measuring the general wage-paying capacity of the total industry of a country. All that can be done is to approximate and one of the methods of approximation is to find out the actual wage upon which well-situated labourers are at the time maintaining the average family unit.

We may be pardoned for saying that Mr. Justice Higgins very wisely used this criterion in the 'Harvester' case. Moreover, if the average-sized families of such well-situated labourers have become accustomed to enjoy, and do actually enjoy, a certain standard of living in our community, it may reasonably be assumed that such a standard for all labourers is probably not beyond the capacity of industry in general to provide. Therefore in determining the amount of a living or basic wage there is sound economic warranty for the ascertainment of the real average family unit and of the cost of providing something like the standard which such families of well-employed labourers have already reached. But obviously, if the real average family unit is departed from, or a standard is sought for the likely maintenance of which experience gives no reason to hope, then an unrealizable wage-level may be ordained It may be that in the light of past experience the Court should conduct a specific inquiry as to the cost of living of an average family, but under war conditions, such an inquiry would be futile. More than ever before wage fixation is controlled by the economic outlook".

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

(vi) "*Interim*" Basic Wage, 1946. As the result of (a) an application made on 30th October, 1946 (during the course of the Standard Hours Case) by the Attorney-General for the Commonwealth for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (see (v) *supra*), (b) a number of fresh cases which had come to the Court since 1941, and (c) an application by the Australasian Council of Trade Unions on behalf of the unions for an "interim" basic wage declaration, the Court, on 25th November, 1946, commenced the hearing of this case. The case ended on 10th December, 1946 and judgment was delivered on 13th December, 1946 whereby an increase of 7s. per week was granted in the "needs" portion of the basic wage then current and based on the weighted average "Court" index-number for the Six Capital Cities (as a whole) for the September quarter, 1946. This had the effect of raising the base (1923-27) index-number of the "Court" Series Index from 81.0 to 87.0, the corresponding "needs" basic wage from 81s. to 87s. per week, and the current rate for the Six Capital Cities as a whole from 93s. to 100s. per week. All "loadings" on the basic wage were retained at their existing amounts until otherwise ordered by the Court.

The immediate monetary effect was to increase by 7s. per week the basic wage in each of the capital cities (with the exception of Hobart, where the increase was 6s.), and in most of the other towns or combinations of towns—the position of the index-number for a town in the new Automatic Adjustment Scale (on the new base rate of 87s.) determining whether the increase was 7s. or 6s. The date of operation for the majority of workers affected was the beginning of the first pay-period commencing in the month of December, 1946, in certain industries as from 1st December, 1946 and for certain other groups of workers from dates fixed by Judges dealing with individual applications for the increase.

Further details of this judgment may be obtained from *Labour Report* No. 35 (1945 and 1946), page 85.

* Legislation covering a scheme to become operative on 1st July, 1941, was actually passed by the Commonwealth Parliament on 3rd April, 1941—see page 486 for details.

(vii) *Current Commonwealth Basic Wage Rates.* The basic wage rates of the Commonwealth Court for adult males, including the "loadings" granted in 1937, operative at 1st August, 1948, are as follows:—

	s.	d.		s.	d.
New South Wales—			South Australia—		
Sydney	120	0	Adelaide	114	0
Newcastle	120	0	Five Towns (d)	113	0
Broken Hill	125	0			
Five Towns (d)	119	0	Western Australia—		
			Perth	112	0
Victoria—			Kalgoorlie	121	0
Melbourne	117	0	Geraldton	117	0
Geelong	117	0	Five Towns (d)	112	0
Warrnambool	117	0			
Mildura	117	0	Tasmania—		
Yallourn	123	6	Hobart	115	0
Five Towns (d)	116	0	Launceston	112	0
			Queenstown	114	0
			Five Towns (d)	114	0
Queensland—					
Brisbane	113	0	Thirty Towns(d)	116	0
Five Towns (d)	113	0	Six Capital Cities (d)	116	0

(a) Based on Sydney. (b) Based on Melbourne. (c) Based on Melbourne plus 6s. 6d. loading. (d) Weighted average.

The rate for provincial towns other than those mentioned above is 3s. less than that of their respective capital cities. The rate for adult females—prescribed by the individual judges—is approximately 54 per cent. of the adult male rate.

A table will be found on page 88 of *Labour Report No. 35 (1945 and 1946)* showing the quarterly movements of this wage in all capital cities and the six capital cities as a whole during the years 1939 to 1947.

3. *Australian Territories.*—A full account of the basis upon which the basic wages are determined in (a) Australian Capital Territory and (b) Northern Territory (both north and south of the 20th parallel of south latitude) will be found on pages 95 to 99 of *Labour Report No. 35*, for 1945 and 1946.

The latest basic rates payable in these Territories are as follows:—

Australian Capital Territory: £6 5s. 6d. per week (in respect only of workers outside the Commonwealth Public Service), operative from 1st August, 1948;

Northern Territory: (i) North of 20th Parallel of south latitude ("Darwin" rate)—£6 14s. 9d. per week; (ii) South of 20th Parallel ("Port Augusta" rate)—£5 19s. per week, operative from 1st August, 1948.

4. *Basic Wage Rates for Females.*—Reference should be made to the *Labour Report No. 35* for 1945 and 1946 (page 88) for a statement of the general principles followed by the Commonwealth Court of Conciliation and Arbitration in fixing basic wage rates for females in relation to those of males, and of the principles followed by the Women's Employment Board which, operated over the period March, 1942 to October, 1944 in respect only of females in war industries employed on work usually performed by males, or on work which, immediately prior to the outbreak of war, was not performed in Australia by any person.

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. The Board of Trade was established in 1918 with power to determine the living wage for adult male and female employees in the State. The Board made numerous declarations from 1918 to 1925, but ceased to function after the Industrial Arbitration (Amendment) Act 1926 established the Industrial Commission of New South Wales, which exercised the powers of the Board of Trade 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 referred to below, however, the identification of a specified family unit with the basic wage disappeared.

Employees in rural industries are not covered by the rates shown in the following table; a wage for rural workers of £3 6s. per week was in force for twelve months from October, 1921, and a rate of £4 4s. operated from June, 1927, to December, 1929, when the power of industrial tribunals to fix a living wage for rural workers was withdrawn.

The variations in the living wages determined by the industrial tribunals of New South Wales up to 27th April, 1937, are shown in the following table. Thereafter changes are made automatically in accordance with the procedure outlined in the next paragraph, and the latest current rate payable will be found in the table in sub-par. vi, page. 484.

BASIC WAGE VARIATIONS IN NEW SOUTH WALES. (State Jurisdiction.)

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

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

(b) See below.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 477, the Government of New South Wales decided to make the State Basic Wage accord with the Commonwealth rates ruling in the State, and secured an amendment of the Industrial Arbitration Act to give effect thereto. The Act (No. 9 of 1937) was passed on 7th October, 1937, and was to operate from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable, and provision was made for the automatic adjustment of wages in conformity with variations in retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index-numbers, shortly known as the "Court" Series of Index-numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The basic rate for adult females was fixed at 54 per cent. of the adult male rate to the nearest sixpence. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act; to define boundaries within which the various rates are to operate; and to specify the appropriate "Court" Series retail price index-numbers to which they are to be related.

Compared with State adult basic wages of £3 11s. 6d. per week for males, and £1 18s. 6d. for females operative at the time, the alteration represented for males increases of 6s. 6d. in Sydney; 3s. 6d. in Country districts (with certain exceptions); and 4s. 6d. for railway and other Crown employees as defined by the Act. For females the increases were 54 per cent. of the foregoing, and amounted to 3s. 6d., 2s., and 2s. 6d., respectively.

The latest rates applicable in the metropolitan area from 1st August, 1948 are £6 for males and £3 5s. for females.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age was operative in New South Wales from July, 1927 until superseded by the Commonwealth Government Scheme operative from 1st July, 1941, and a brief account of the main features of the system appears in § 4, par. 2 hereafter.

(ii) *Victoria and Tasmania.* A State basic rate of wage is not declared in Victoria and Tasmania. In these States the Wages Board system of wage fixation is in operation, and each Board determines the minimum rate of wage to be paid in the industry or calling under review. In the majority of cases the practice of the Commonwealth Arbitration Court of adjusting wages in accordance with variations in retail prices has been followed in the past by these bodies. In the case of Victoria, by amendments of the Factories and Shops Act No. 4275 of 1934 and No. 4461 of 1936, it is now obligatory on all Wages Boards to adopt such provisions of Commonwealth Awards which such Boards are empowered under the Factory and Shops Acts to include in their determinations. The Secretary of Labour is also empowered under this Act to make adjustments of wages according to variations in retail price index-numbers without calling the Board together. The latest Commonwealth adult rate for Melbourne is £5 17s. per week (operative from 1st August, 1948), and for Hobart £5 15s. per week (operative from 1st August, 1948). Female rates are approximately 54 per cent. of those rates.

(iii) *Queensland.* The first formal declaration by the Industrial Arbitration Court in this State of a basic wage 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 basic wage is nominally intended to provide for the needs of a man, his wife and three children. The variations in the adult basic wages determined by the Industrial Arbitration Court are shown below:—

BASIC WAGE VARIATIONS IN QUEENSLAND. (*State Jurisdiction.*)

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

(a) Fixed by Basic Wage Act. 1942—see below for latest rates. of December, 1946.

(b) Quarterly adjustments provided by judgment of 21st April, 1942. (c) Consequent on "Interim" basic wage of Commonwealth Court of December, 1946.

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

On 15th April, 1942, the Court declared the rates operative from 31st March, 1941 as adequately meeting the requirements of Section 9 of the Industrial Conciliation and Arbitration Act 1932, having regard to the level of the "C" Series (All Items) retail Price Index for Brisbane for the December quarter, 1941. In order to ensure, however, that it would continue to do so under present exceptional conditions, the Court decided

to make a quarterly declaration of the basic wage on the basis of the variations in the "cost of living" as disclosed by the "C" Series Index for Brisbane, commencing with the figures for the March quarter, 1942. This declaration was duly made by the Court on 21st April, 1942, at the rates of £4 11s. for adult males, and £2 9s. 6d. for adult females. The latest rates are £5 17s. for adult males, and £3 10s. 6d. for adult females, and have been operative since 2nd August, 1948.

(iv) *South Australia.* The Industrial Code 1920-1943 provides that the Board of Industry shall after public inquiry declare the living wages to be paid to adult male and female employees. Prior to the passing of this Act the living wage was declared by the Industrial Court, the first award, 7s. per day, being made by Mr. Justice Gordon in the Brushmakers' Case in December, 1908.

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

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

Following on the declaration of an "interim" increase in its "needs" basic wage by the Commonwealth Court of Conciliation and Arbitration on 13th December, 1946 (*vide p. 479*) the South Australian Parliament, by virtue of the Economic Stability Act No. 52 of 1946, and other enabling powers, provided for the Governor, by proclamation, to declare the "daily living wage" for adult males in the metropolitan area to be one-sixth of the Commonwealth weekly basic wage for this area (102s. per week, inclusive of the "prosperity loading" of 4s.) and to be operative from 7th January, 1947. The Act mentioned also provided for similar proclamations in respect of any adjustment of such wage, but the powers of the Board of Industry to declare a "living wage" were retained, and any such wage so declared will supersede that declared by proclamation.

The variations in the living wages determined by the Board of Industry are shown below :—

BASIC WAGE VARIATIONS IN SOUTH AUSTRALIA. (State Jurisdiction.)

Male.		Female.	
Date of Operation.	Basic Wage per Week.	Date of Operation.	Basic Wage per Week.
	£ s. d.		£ s. d.
4th August, 1921 ..	3 19 6	1st September, 1921 ..	1 15 0
27th April, 1922 ..	3 17 6	.. ..	..
8th November, 1923 ..	3 18 6	.. ..	..
15th May, 1924 ..	4 2 0	13th November, 1924 ..	1 18 0
13th August, 1925 ..	4 5 6	3rd September, 1925 ..	1 19 6
30th October, 1930 ..	3 15 0	15th January, 1931 ..	1 15 0
10th September, 1931 ..	3 3 0	24th December, 1931 ..	1 11 6
7th November, 1935 ..	3 6 0	16th January, 1936 ..	1 13 0
7th January, 1937 ..	3 9 6	29th April, 1937 ..	1 14 9
25th November, 1937 ..	3 14 0	25th November, 1937 ..	1 16 6
5th January, 1939 ..	3 18 0	5th January, 1939 ..	1 18 0
28th November, 1940 ..	4 4 0	28th November, 1940 ..	2 1 0
26th November, 1941 ..	4 7 0	26th November, 1941 ..	2 3 6
15th October, 1942 ..	4 14 0	15th October, 1942 ..	2 6 2
26th September, 1946 ..	4 18 6	26th September, 1946 ..	2 15 0
7th January, 1947 (a) ..	5 2 0	7th January, 1947 ..	2 17 0
21st August, 1947 ..	5 4 0	21st August, 1947 ..	2 18 0
13th November, 1947 ..	5 6 0	13th November, 1947 ..	2 19 0
7th July, 1948 ..	5 17 0	7th July, 1948 ..	3 6 6

(a) Commonwealth rate for metropolitan area adopted.

(v) *Western Australia.* The Industrial Arbitration Act 1912-1941 provides that the Court of Arbitration shall determine and declare a basic wage to operate from 1st July of each year and, wherever and whenever necessary, differential basic rates in special or defined areas of the State. In an amending Act of 1930 provision is made for quarterly adjustments when the Government Statistician reports a variation in the cost of living of 1s. or more per week compared with the previous quarter.

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. The variations in the annual declarations of the Court of Arbitration are shown in the following table :—

BASIC WAGE VARIATIONS IN WESTERN AUSTRALIA. (State Jurisdiction.)

Date of Operation.	Metropolitan Area.		South-West Land Division (excluding Metropolitan Area).		Other Parts of State.	
	Male.	Female.	Male.	Female.	Male.	Female.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1st July, 1926 ..	4 5 0	2 5 11	4 5 0	2 5 11	4 5 0	2 5 11
" " 1929 ..	4 7 0	2 7 0	4 7 0	2 7 0	a4 7 0	a2 7 0
" " 1930 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
" " 1931 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
" " 1932 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
" " 1933 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
" " 1934 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
" " 1935 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
" " 1936 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
" " 1937 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
" " 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
" " 1939 ..	4 2 2	2 4 4	4 3 1	2 14 10	4 16 4	2 12 0
" " 1940 ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0
" " 1941 ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11
" " 1942 ..	4 10 5	2 8 10	4 10 10	2 9 1	5 5 7	2 17 0
" " 1943 ..	4 19 1	2 13 6	4 18 1	2 13 0	5 5 9	2 17 1
" " 1944 ..	4 19 11	2 13 11	4 19 8	2 13 10	5 7 1	2 17 10
" " 1945 ..	5 0 1	2 14 1	4 19 7	2 13 9	5 7 5	2 18 0
" " 1946 ..	5 1 1	2 14 7	5 0 6	2 14 3	5 9 0	2 18 10
26th Feb., 1947 (b) ..	5 7 1	2 17 10	5 6 6	2 17 6	5 15 4	3 2 3
1st July, 1947 ..	5 7 10	2 18 3	5 7 3	2 17 11	5 16 0	3 2 8
" " 1948 ..	5 15 9	3 2 6	5 15 2	3 2 2	6 4 9	3 7 4

(a) Excludes Gold-fields areas, where rates were the same as those operating from 1st July, 1926.
 (b) Consequent on "Interim" Basic Wage of Commonwealth Court of December, 1946.

The latest rates payable in accordance with the quarterly adjustments declared by the Court are shown in para. (vi) below.

(vi) *Current State Basic Wage Rates.* In the following table are given the current basic wage rates declared by the various State tribunals which were operative on 1st August, 1948 :—

BASIC WEEKLY WAGE RATES FIXED BY STATE INDUSTRIAL TRIBUNALS.

State.	Basic Wage.		Date of Operation.	Family Unit (for Male Rate.)
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales(a)	6 0 0	3 5 0	1.8.48	(b)
Victoria(c)	5 17 0	3 3 0	1.8.48	(c)
Queensland(d)	5 17 0	3 10 6	2.8.48	Man, wife and three children
South Australia	5 17 0	3 6 6	7.7.48	"
Western Australia(e)	5 17 5	3 3 5	26.7.48	Man, wife and two children
Tasmania (c)	5 15 0	3 2 0	1.8.48	(c)

(a) Sydney, Newcastle, Port Kembla-Wollongong. Broken Hill—males £6 5s., females £3 7s. 6d. Elsewhere, males £5 17s., females £3 3s. (b) Commonwealth Basic Wage operative—no defined family unit. (c) None declared, but rates shown are those of Commonwealth Court which are followed to a large extent. (d) South-Eastern Division. Allowances are added for the following Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females. (e) Metropolitan Area. Basic wage for Gold-fields areas and portions of State excluding the South-West Land Division—males, £6 5s. 10d.; females, £3 7s. 11d.; South-West Land Division (excluding Metropolitan Area)—males £5 17s. 1d.; females, £3 3s. 3d.

6. **Royal Commission on the Basic Wage, 1920.**—Only one comprehensive attempt has been made by the Commonwealth authorities to ascertain specifically what the actual requirements were in the various States according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household in respect of a family consisting of a man, wife and three children under fourteen years of age.

The attempt referred to was made by a Royal Commission which in its report, issued in 1920, recommended the following amounts for the various capital cities :—

	£	s.	d.
Sydney	5	17	1
Melbourne	5	16	6
Bristane	5	6	2
Adelaide	5	16	1
Perth	5	13	11
Hobart	5	16	11
Six Capitals (Weighted Average)	5	15	8

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

§ 4. Child Endowment in Australia.

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

2. **New South Wales.**—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the Session of 1926–27, when Acts,† which have been amended during subsequent years, provided for the payment of child allowances, in respect of dependent children under the age of fourteen years. The original Act was assented to on 11th April, 1927, and provided for (a) the declaration of a basic wage for a man and wife,‡ and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances would be paid only to the extent to which the total earnings of the worker and his family fall short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child under the age of fourteen years. Thus, a worker with three dependent children receiving £5 by way of wages would not be entitled to the allowance, but would receive it in respect of a fourth child. These payments in New South Wales operated from 23rd July, 1927. The basic wage was determined for a family unit of a man, wife and one child on 20th December, 1929, and an amending Act, assented to on 23rd December, 1929, excluded one child in each family from endowment. The fund from which child endowment payments were originally made was created by a levy on the wages bill of employers. The rate of tax from employers during the year 1930 was fixed

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

† Family Endowment Act 1927; Finance (Family Endowment Tax) Act 1927; Industrial Arbitration (Living Wage Declaration) Act 1927 and subsequent amendments.

‡ This was subsequently declared at £4 5s. per week for adult males and £2 6s. per week for adult females. A separate rate for rural employees was declared later at £4 4s. per week.

at 1 per cent. From 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £1 on all wages above £3 per week. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from the Special Income and Wages Tax, which was also used for other social services. The scheme was abolished upon the introduction of the National Scheme by the Commonwealth Government in July, 1941.

3. **Commonwealth Public Service.**—The first system of child endowment in Australia was instituted within the Commonwealth Public Service. It came into operation on 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay a basic wage of £4 a week in certain cases and child allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limitation of salary plus allowance of £400 per annum. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers themselves provided the fund from which the allowance was paid. The deduction was originally £11 per annum, but later £12. The payment was subsequently limited to officers receiving up to £500 per annum including the allowance. Details regarding the introduction and method of calculating the payments under this scheme have been published in previous issues of the Official Year Book and will be found also in the *Labour Reports* issued by this Bureau. The scheme was abolished at the instance of the officers upon the introduction of the National Scheme by the Commonwealth Government in July, 1941, particulars of which appear below. The deduction of £12 per annum from salaries was consequently discontinued from 10th July, 1941.

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

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

At the conference of Commonwealth and State Ministers held in Canberra in May, 1929, the Prime Minister stated that the Commonwealth Government was not prepared to adopt the scheme financed entirely from the proceeds of taxation, as had been recommended in the minority report. The Commonwealth Government agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which the States were not prepared to relinquish. The Government, therefore, did not propose to establish any system of child endowment. It was generally agreed that any scheme which would increase the charges upon industry would be unwise at that particular time. The matter of child endowment was accordingly left to be dealt with as the State Governments should think proper.

* The Chairman of the Commission (Mr. A. B. Piddington, K.C.), in a supplementary report, had suggested that the wage recommended (£5 16s.) be split up into a flat basic wage of £4 and a Child Endowment of 12s. per week for each dependent child, the fund for the payment of this allowance to be created by a tax on employers of 10s. 9d. per employee per week.

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

In 1941, the Commonwealth Government introduced a scheme of child endowment throughout Australia. The necessary legislation* was introduced into Parliament on 27th March, and finally passed on 3rd April, 1941. The main features of the scheme, which came into operation on 1st July, 1941, are as follows:—

(a) Payment at the rate of 7s. 6d. per week (increased from 5s. per week from 26th June, 1945) for all children under the age of sixteen in excess of one child in each family, provided the persons claiming the endowment, and the child in respect of whom the endowment is claimed, have resided in Australia for a period of twelve months preceding the date of claim.

(b) The endowment is payable to the mother of the child, or to such persons as are prescribed.

(c) Endowment is also payable to approved institutions, not wholly or mainly dependent upon the Commonwealth or a State for their revenue, in respect of all children under 16 years of age maintained therein.

(d) The scheme, which formerly was financed partly from Consolidated Revenue, partly from the abolition of the exemptions from taxation in respect of children after the first, and the major part from a tax of 2½ per cent. of all pay-rolls in excess of £20 per week, is now a charge on the National Welfare Fund.

(e) The general administration of the Act is under the control of the Director-General of Social Services, and the detailed administration is carried out by Deputy-Directors in each State.

A summary of the operations under the Child Endowment Act from 1st July, 1942 to 30th June, 1947, is given on pp. 300-1 of Chapter VIII. "Public Benevolence, etc."

Consequent upon the operation of the Commonwealth Child Endowment Scheme, appropriate steps were taken for the termination of the schemes operating in New South Wales and the Commonwealth Public Service.

E. EMPLOYMENT.

§ 1. Employment.

1. **Total Occupied Persons.**—The following estimates of the total numbers of occupied males and females are based principally on data from the Census (June, 1933), the National Register (July, 1939), the Civilian Register (June, 1943) and the Occupation Survey (June, 1945). These sources of information have been supplemented by Pay-roll Tax returns, which commenced in July, 1941.

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

* Act No. 8, 1941 (Child Endowment Act) as amended by No. 5, 1942, and Nos. 10 and 41, 1945; Act No. 2, 1941 (Pay-roll Tax Assessment Act); and Act No. 3, 1941 (Pay-roll Tax Act).

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 workers on own account, as it is considered that the majority of these are sons or other close relatives of farmers working in an unofficial partnership, or as learners with the farm owner. Unpaid female helpers on farms are very numerous, but their exact number is not known. Generally, they combine part-time dairy or other farm work with part-time duties in the home. Together with women occupied in unpaid home duties they have been excluded from the category of occupied persons.

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

TOTAL OCCUPIED PERSONS : AUSTRALIA.

(Thousands.)

Year and Month.	De- fence Forces (Net Enlist- ments).	Employers and Self Employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons including Forces.
		Rural Indus- try.	Other Indus- tries.	Total.	Rural Indus- try.	Other Indus- tries.	Total.		
1933—June ..	5.8	292.4	248.3	540.7	200.0	992.0	1,192.0	1,732.7	1,738.5
1939—July ..	12.9	300.0	299.0	599.0	202.0	1,293.1	1,495.1	2,091.1	2,107.0
1941—July ..	282.8c	284.0	208.0	492.0	188.0	1,303.4	1,551.4	2,043.4	2,326.2
1943—June ..	685.0	262.0	150.0	412.0	120.9	1,273.2	1,394.1	1,806.1	2,491.1
1945—June (a)	603.5	287.5	137.1	424.6	130.2	1,294.2	1,424.4	1,899.0	2,502.5
1946—June(b) ..	132.0	295.5	282.3	577.8	181.6	1,506.6	1,688.2	2,266.0	2,398.0
Dec.(b) ..	74.9	299.0	301.0	600.0	186.7	1,577.0	1,763.7	2,363.7	2,438.6

MALES.

1933—June ..	5.8	292.4	248.3	540.7	200.0	992.0	1,192.0	1,732.7	1,738.5
1939—July ..	12.9	300.0	299.0	599.0	202.0	1,293.1	1,495.1	2,091.1	2,107.0
1941—July ..	282.8c	284.0	208.0	492.0	188.0	1,303.4	1,551.4	2,043.4	2,326.2
1943—June ..	685.0	262.0	150.0	412.0	120.9	1,273.2	1,394.1	1,806.1	2,491.1
1945—June (a)	603.5	287.5	137.1	424.6	130.2	1,294.2	1,424.4	1,899.0	2,502.5
1946—June(b) ..	132.0	295.5	282.3	577.8	181.6	1,506.6	1,688.2	2,266.0	2,398.0
Dec.(b) ..	74.9	299.0	301.0	600.0	186.7	1,577.0	1,763.7	2,363.7	2,438.6

FEMALES.

Year and Month.	De- fence Forces (Net Enlist- ments).	Employers and Self Employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons including Forces.
		Rural Indus- try.	Other Indus- tries.	Total.	Rural Indus- try.	Other Indus- tries.	Total.		
1933—June ..	..	15.1	56.2	71.3	4.4	447.5	451.9	523.2	523.2
1939—July ..	..	16.0	62.0	78.0	4.0	561.6	565.6	643.6	643.6
1941—July ..	1.8	14.0	56.8	70.8	6.0	656.2	662.2	733.0	734.8
1943—June ..	44.0	11.7	34.4	46.1	28.1	682.1	710.2	756.3	800.3
1945—June(a)	45.4	17.0	43.1	60.1	23.0	667.1	690.1	750.2	795.6
1946—June(b) ..	11.4	16.0	58.0	74.0	22.0	646.1	668.1	742.1	753.5
Dec.(b) ..	3.7	16.0	61.0	77.0	21.0	660.9	681.9	758.9	762.6

PERSONS.

1933—June ..	5.8	307.5	304.5	612.0	204.4	1,439.5	1,643.9	2,255.9	2,261.7
1939—July ..	12.9	316.0	361.0	677.0	206.0	1,854.7	2,060.7	2,737.7	2,750.6
1941—July ..	284.6c	298.0	204.8	502.8	194.0	2,019.6	2,213.6	2,776.4	3,061.0
1943—June ..	729.0	273.7	134.4	408.1	149.0	1,955.3	2,104.3	2,562.4	3,061.0
1945—June(a)	648.9	304.5	230.2	534.7	153.2	1,961.3	2,114.5	2,649.2	3,298.1
1946—June(b) ..	143.4	311.5	340.3	651.8	203.6	2,152.7	2,356.3	3,008.1	3,151.5
Dec.(b) ..	78.6	315.0	362.0	677.0	207.7	2,237.9	2,445.6	3,122.6	3,201.2

(a) Occupation Survey, 1st June, 1945. (b) Subject to revision. (c) Excludes approximately 50,000 men called up for short training courses. (d) Includes females in thousands, in private domestic service as follows:—106.7 in June, 1933; 124.5 in July, 1939; 100.0 in July, 1941; 41.5 in June, 1943; 47.6 in June, 1945; and 50.1 in June and December, 1946.

From June, 1933 to July, 1939, the number of occupied persons of both sexes had increased by 488,900, due to the increases of 223,700 in the number of available bread-winners and to the decrease of 265,200 in the number unemployed from 563,200 to 298,000.

During the war years from July, 1939 to June, 1943, the number of males occupied as civilians decreased by 288,000, while females occupied as civilians increased by nearly 113,000, representing a net decrease of 175,000 persons. This decrease, together with decrease of unemployment (272,000), normal increase of breadwinners (91,000) and an abnormal war-time increase of 178,000 bread-winners (persons who would not otherwise have been working), balanced the net intake into the Defence Forces at June, 1943 (716,000).

2. Total Occupied Persons—States.—The following table shows total occupied males and females in each State in July, 1939, and December, 1946, divided into Defence Forces, Employers and Self Employed, and Wage and Salary Earners.

TOTAL OCCUPIED PERSONS: STATES.

(Thousands.)

State.	Defence Forces (Net Enlistments).		Employers and Self Employed.		Wage and Salary Earners.		Total Occupied Persons, including Forces.	
	July, 1939.	Decem- ber, 1946.(a)	July, 1939.	Decem- ber, 1946.(a)	July, 1939.	Decem- ber, 1946.(a)	July, 1939.	Decem- ber, 1946.(a)
MALES.								
New South Wales ..	4.9	29.0	216.2	215.6	596.2	710.4	817.3	955.0
Victoria ..	4.4	23.7	162.9	163.8	399.5	469.8	566.8	657.3
Queensland ..	1.0	9.0	95.1	97.6	218.6	247.4	314.7	354.0
South Australia ..	1.1	6.2	54.6	54.4	127.7	153.6	183.4	214.2
Western Australia ..	1.0	5.2	47.4	44.8	99.7	114.4	148.1	164.4
Tasmania ..	0.5	1.8	21.5	22.5	46.9	59.2	68.9	83.5
Australia (b) ..	12.9	74.9	599.0	600.0	1,495.1	1,763.7	2,107.0	2,438.6
FEMALES.								
New South Wales ..	..	1.4	28.4	28.5	220.8	277.8	249.2	307.7
Victoria ..	..	1.4	25.5	26.2	175.3	202.8	200.8	230.4
Queensland ..	..	0.3	11.1	10.2	71.2	87.8	82.3	98.3
South Australia ..	..	0.3	6.0	5.2	47.4	53.7	53.4	59.2
Western Australia ..	..	0.3	4.8	4.7	33.2	38.9	38.0	43.9
Tasmania ..	..	..	2.2	2.1	16.3	18.7	18.5	20.8
Australia (b) ..	..	3.7	78.0	77.0	565.6	681.9	643.6	762.6
PERSONS.								
New South Wales ..	4.9	30.4	244.6	244.1	817.0	988.2	1,066.5	1,262.7
Victoria ..	4.4	25.1	188.4	190.0	574.8	672.6	767.6	887.7
Queensland ..	1.0	9.3	106.2	107.8	289.8	335.2	397.0	452.3
South Australia ..	1.1	6.5	60.6	59.6	175.1	207.3	236.8	273.4
Western Australia ..	1.0	5.5	52.2	49.5	132.9	153.3	186.1	208.3
Tasmania ..	0.5	1.8	23.7	24.6	63.2	77.9	87.4	104.3
Australia (b) ..	12.9	78.6	677.0	677.0	2,060.7	2,445.6	2,750.6	3,201.2

(a) Estimates for December, 1946, are subject to revision.

(b) Includes Australian Capital Territory and Northern Territory.

Between July, 1939 and December, 1946, the occupied population of Australia (including Defence Forces but excluding unemployed, pensioners, retired persons of independent means and dependants) increased by approximately 16.4 per cent. The proportionate increase in each State was as follows: New South Wales, 18.4; Victoria, 15.6; Queensland, 13.9; South Australia, 15.4; Western Australia, 11.9; Tasmania, 19.3. The figures for Victoria and Queensland in December, 1946 were adversely affected by industrial disputes and seasonal conditions respectively.

3. **Wage and Salary Earners in Employment.**—(i) *Commonwealth 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 statistics of Commonwealth Government employment. Pay-roll Tax returns cover only a small proportion of wage earners on rural holdings, and practically no private domestic servants. It is not possible to obtain actual numbers of farm employees and private domestic servants except when a Census or quasi-Census such as Occupation Survey (1st June, 1945) is taken, but estimates have been made from time to time using available data. The next table shows for each State and for Australia as a whole the trend in that section of wage and salary earning employment which it is possible to estimate monthly. Figures are shown as at June, 1933 (Census) and July, 1939 (based on National Register). From July, 1941 (commencement of Pay-roll Tax returns) the estimates are available for each month, and the table shows the level at November, 1941 (just before the Pacific War commenced and when the number of male wage and salary earners in civilian work, excluding rural, had reached a maximum), and at June of the years 1943 and 1945 to 1947.

WAGE AND SALARY EARNERS IN EMPLOYMENT.

(Excluding Rural Workers, Domestic Workers in Private Homes, and Persons on Paid Strength of Defence Forces.)

(Thousands.)

Year and Month.	New South Wales.	Vic-toria.	Queens-land.	South Aus-tralia.	Western Aus-tralia.	Tas-mania.	Aus-tralia. (a)
MALES.							
1933—June	380.6	288.6	139.8	80.5	70.1	29.0	922.0
1939—July	529.9	357.5	172.8	106.7	82.9	37.4	1,293.1
1941—July	547.7	403.4	166.3	118.4	82.3	38.6	1,363.4
November	556.8	405.1	168.0	121.9	83.2	39.4	1,381.4
1943—June	525.1	355.2	167.3	110.6	70.4	36.9	1,273.2
1945—June (b)	534.1	359.1	168.7	109.8	75.6	39.5	1,294.2
1946—June (c)	618.5	417.9	192.4	129.6	93.9	46.9	1,506.5
1947—June (c)	671.8	452.6	220.2	140.9	103.9	51.1	1,649.4
FEMALES.							
1933—June	125.8	118.2	40.5	26.0	20.6	9.1	340.8
1939—July	168.0	142.9	53.2	34.0	26.2	11.6	437.1
1941—July	218.3	186.0	60.5	43.3	31.2	15.2	556.2
November	229.3	192.8	62.6	45.6	32.6	15.2	579.8
1943—June	254.4	205.4	74.1	52.9	35.5	16.7	640.7
1945—June (b)	247.7	193.8	74.9	48.8	35.6	16.7	619.5
1946—June (c)	242.3	183.7	71.2	45.8	34.5	16.6	596.0
1947—June (c)	252.1	190.5	74.5	48.0	35.6	16.9	619.6
PERSONS.							
1933—June	506.4	406.8	180.3	106.5	90.7	38.1	1,332.8
1939—July	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1941—July	766.0	589.4	226.8	161.7	113.5	53.8	1,919.6
November	786.1	597.9	230.6	167.5	115.8	54.6	1,961.2
1943—June	779.5	560.6	241.4	163.5	105.9	53.6	1,913.9
1945—June (b)	781.8	552.9	243.6	158.6	111.2	56.2	1,913.7
1946—June (c)	860.8	601.6	263.6	175.4	128.4	63.5	2,102.5
1947—June (c)	923.9	643.1	294.7	188.9	139.5	68.0	2,269.0

(a) Includes Australian Capital Territory and Northern Territory. (b) 1st June, 1945 (Occupation Survey). (c) 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*.

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

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

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

(Thousands.)

Year and Month.	Total Employment.			Employment in Certain Industrial Groups.				
	Governmental. (a)	Private Employers.	Total.	Mining and Quarrying.	Factories.	Transport and Communication.	Retail Trade.	Other Commerce and Finance.
MALES.								
1933—June ..	262.2	729.8	992.0	36.3	251.7	164.4	212.2	
1939—July ..	349.8	943.3	1,293.1	52.2	391.5	185.9	259.7	
1941—November ..	381.5	999.9	1,381.4	54.1	509.8	197.6	102.2	118.3
1943—June ..	413.3	859.9	1,273.2	45.2	520.7	195.7	71.7	89.3
1945—June (b)	399.9	894.3	1,294.2	43.4	514.5	209.6	76.3	96.5
1946—June (c)	435.0	1,071.5	1,506.5	48.8	558.4	237.8	103.2	133.4
Dec. (c)	456.6	1,120.4	1,577.0	50.5	561.0	250.7	115.7	145.8
1947—June (c)	472.0	1,177.4	1,649.4	51.0	595.1	256.4	116.0	151.9
FEMALES.								
1933—June ..	46.5	294.3	340.8	0.2	103.1	11.1	87.3	
1939—July ..	55.2	381.9	437.1	0.3	148.2	12.6	114.9	
1941—November ..	76.3	503.5	579.8	0.5	198.2	22.1	106.4	47.7
1943—June ..	135.9	504.8	640.7	0.6	228.6	34.6	98.5	52.6
1945—June (b)	125.4	494.1	619.5	0.4	206.3	36.5	95.9	52.5
1946—June (c)	94.0	502.0	596.0	0.5	192.1	32.4	99.6	50.8
Dec. (c)	89.5	521.3	610.8	0.5	194.4	31.8	108.7	51.6
1947—June (c)	92.1	527.5	619.6	0.5	200.6	32.4	104.0	53.0
PERSONS.								
1933—June ..	308.7	1,024.1	1,332.8	36.5	354.8	175.5	999.5	
1939—July ..	405.0	1,325.2	1,730.2	52.5	539.7	198.5	274.6	
1941—November ..	457.8	1,503.4	1,961.2	54.6	708.0	219.7	208.6	166.0
1943—June ..	549.2	1,364.7	1,913.9	45.8	749.3	230.3	170.2	141.9
1945—June (b)	525.3	1,388.4	1,913.7	43.8	720.8	246.1	172.2	149.0
1946—June (c)	529.0	1,573.5	2,102.5	49.3	750.5	270.2	202.8	184.2
Dec. (c)	546.1	1,641.7	2,187.8	51.0	755.4	282.5	224.4	197.4
1947—June (c)	564.1	1,704.9	2,269.0	51.5	795.7	288.8	220.0	204.9

(a) Includes employees of Australian Government Authorities (Commonwealth, State and Local) and of Allied Governments. (b) 1st June, 1945 (Occupation Survey). (c) Subject to revision.

4. *Employment in Factories.*—Actual mid-monthly factory employment derived from the results of annual factory censuses is published in the *Production Bulletin* issued by this Bureau. Estimated employment in each State in later months, subject to revision, may be obtained from the *Monthly Review of Business Statistics*.

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that in 1946-47 factory employment was 47 per cent. higher than the average employment for the three years ended 1938-39.

5. **Index of Employment in Retail Stores.**—Indexes for Australia and each State are published in the *Monthly Review of Business Statistics* and are based on Pay-roll Tax returns, which commenced in July, 1941.

The index shows that in Australia in June, 1947, employment in retail stores was 9 per cent. higher than in July, 1941.

6. **Seasonal Employment in Australia.**—An investigation concerning the extent of seasonal employment in Australia was made during 1928 and the results were published in the *Official Year Book*, No. 22, and in *Labour Report*, No. 19.

§ 2. Unemployment.

1. **Total Persons Unemployed.**—The total number of persons unemployed has been recorded only at the dates of the various censuses. The Census records include all persons who state that they are unemployed, and distinguish between unemployment on account of sickness, accident, scarcity of work, industrial dispute, and all other causes combined. The following table sets out the number of unemployed at the Censuses of 1911, 1921 and 1933, the National Register, 1939, the Civilian Register, 1943, and the Occupation Survey, 1945, and estimates have been inserted for June and December, 1946. The percentage which the unemployed bore at each time to all wage and salary earners of the same sex, comprising those estimated to be in employment and those unemployed is also shown. Of the total wage and salary earners shown below as being unemployed at the Census of 30th June, 1933, 1.4 per cent. was on account of sickness and accident.

UNEMPLOYMENT (ALL CAUSES) : AUSTRALIA.

Year and Month.	Wage and Salary Earners Unemployed.			Percentage of Wage and Salary Earners Unemployed.		
	Males.	Females.	Total.	Males.	Females.	Total.
	'000.	'000.	'000.	%	%	%
1911—April (Census)	48.0	8.3	56.3	4.3	2.7	4.0
1921—April ..	139.4	21.5	160.9	10.7	5.7	9.6
1933—June (a) ..	400.2	103.1	563.3	27.9	19.1	25.8
1939—July (b) ..	264.0	34.0	298.0	15.0	5.7	12.6
1943—June (c) ..	19.5	6.3	25.8	1.4	0.9	1.2
1945—June (d) ..	39.9	16.2	56.1	2.7	2.3	2.6
1946—June (e) ..	109.0	25.0	134.0	6.1	3.6	5.4
December (e) ..	66.4	16.3	82.7	3.6	2.4	3.3

(a) The figures shown for 1933 are in excess of those actually recorded at the Census through an allowance having been made for a number of youths and girls who would normally have been wage and salary earners, but who, on account of the economic depression, having never been employed, were not classed as wage and salary earners. (b) Derived from National Register, 1939. (c) Derived from Civilian Register, 1943. See comment below. (d) Derived from Occupation Survey, 1945. (e) Estimate subject to revision.

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

The estimates for 1939 were based on the National Register, which covered males aged 18–64 years, and data available from other sources. Owing to the absence of specific definition of an unemployed person on the Civil Registration card used in 1943, and use on the Occupation Survey (1945) card of the definition "a person normally working for wages but without a job on 1st June", it appears that the 1943 and 1945 figures exclude some persons who were temporarily absent from their jobs at the dates of the surveys.

The proportion of wage earners unemployed in July, 1939, immediately prior to the 1939–45 War, was estimated at approximately 12½ per cent. In July, 1941, it was about 4 per cent. and by June, 1943, under conditions of intensive mobilization of manpower for war purposes involuntary unemployment was practically nil. After August, 1945, considerable numbers of ex-Service personnel were idle prior to resuming civil employment. These persons were included in the estimates of numbers unemployed.

2. **Unemployment of Members of Trade Unions.**—(i) *General.* The particulars given in the following tables are based upon information furnished by the secretaries of trade unions. The membership of the unions regularly reporting exceeds 690,000, consisting predominantly of males and representing about 56 per cent. of the total trade union membership, and between 20 and 25 per cent. of all wage and salary earners. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few of the unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are closely in touch with the members and with the state of trade within their particular industries. In many cases unemployment registers are kept, and provision is made in the rules for payment of reduced subscriptions by members out of work. Seasonal fluctuations in unemployment have been provided for by collecting returns quarterly since 1st January, 1913. The quarterly figures relate to persons who were out of work for three days or more during a specified week in each quarter: they include persons out of work through sickness but exclude persons out of work through strikes and lock-outs, except those outside the industry who are indirectly affected. The yearly figures quoted represent the average of the four quarters.

The value of the percentages of unemployment derived from trade union returns is in the indication they give of the trend of unemployment among trade unionists as reported by secretaries of trade unions.

(ii) *Summary for Australia, 1939 to 1946.* The following table gives a summary for Australia for the years 1939 and 1941 to 1946 and quarterly for the years 1939 and 1944 to 1946. Particulars of unemployment percentages at intervals since 1911 will be found on page 512:—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS: AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1939 Year	396	476,918	45,967	9.7
1941 "	395	536,660	20,013	3.7
1942 "	394	613,534	9,754	1.6
1943 "	390	678,713	7,545	1.1
1944 "	389	681,684	8,073	1.2
1945 "	388	673,750	7,864	1.2
1946 "	383	672,121	9,125	1.4
1939 March Quarter	395	474,277	45,545	9.6
June "	398	477,149	45,183	9.5
September "	397	478,000	48,888	10.2
December "	392	478,245	44,253	9.3
1944 March "	390	688,381	6,987	1.0
June "	389	683,463	9,433	1.4
September "	389	680,218	7,947	1.1
December "	389	674,695	7,925	1.2
1945 March "	388	683,632	7,616	1.1
June "	388	679,227	7,795	1.1
September "	387	668,674	7,769	1.2
December "	387	663,467	8,276	1.2
1946 March "	385	662,296	9,062	1.4
June "	385	661,432	8,757	1.3
September "	381	672,209	9,212	1.4
December "	381	692,546	9,468	1.4

NOTE.—Similar figures for each of the four quarters of the years since 1912 will be found in the *Labour Reports*. The quarterly figures show the number of persons who were out of work for three days or more during a specified week in each quarter, and the annual figures, the average of the four quarters; the returns do not include persons out of work through strikes or lock-outs, except those outside the industry concerned who are indirectly affected.

The highest percentage of unemployed yet recorded (30.0) was reached in the quarter ended June, 1932.

(iii) *Australia, Industrial Groups, 1945 and 1946.* Below are shown the percentages unemployed in industrial groups. Industries or occupations in which employment is stable, such as railways, and those which are subject to exceptional fluctuations, such as wharf labour, agricultural, pastoral, etc., are not included. Other occupations—domestic, hotel employees, etc.—are included in the "Other and Miscellaneous" group, as their returns are not sufficiently representative:—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS IN INDUSTRIAL GROUPS : AUSTRALIA.

Industrial Group.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1945.	1946.	1945.	1946.	1945.	1946.	1945.	1946.
Manufacturing—								
I. Wood, Furniture, etc. . .	16	16	17,589	19,448	135	152	0.8	0.8
II. Engineering, Metal Works, etc.	61	59	204,755	190,497	1,771	1,434	0.9	0.7
III. Food, Drink, Tobacco, etc. . .	54	54	40,825	42,738	937	1,088	2.3	2.5
IV. Clothing, Textiles, etc. . . .	22	22	57,126	57,935	437	772	0.9	1.3
V. Books, Printing, etc.	12	12	24,699	26,515	101	117	0.4	0.5
VI. Other Manufacturing	64	62	57,837	50,067	1,175	1,324	2.1	2.7
VII. Building	46	46	57,074	60,719	814	1,106	1.4	1.8
VIII. Mining, Quarrying, etc. . .	22	22	28,111	28,306	887	893	3.2	3.2
X. Land Transport other than Railway and Tramway Services	13	13	24,489	29,169	611	490	2.5	1.7
IX., XI., XII., XIII., and XIV. Other and Miscellaneous	78	77	161,245	167,027	946	1,749	0.6	1.0
All Groups	388	383	673,750	672,121	7,864	9,125	1.2	1.4

(iv) *States, 1945 and 1946.* In making interstate comparisons of unemployment percentages, allowances must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States, and that for some States the returns are a more representative sample than for others. The State percentages shown below, therefore, should not be read as indicating the relative degree of unemployment amongst unionists in the individual States but as an indication of the trend of unemployment as reported by the trade unions.

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS.

State.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1945.	1946.	1945.	1946.	1945.	1946.	1945.	1946.
New South Wales	110	109	287,842	284,514	4,328	4,319	1.5	1.5
Victoria	77	75	186,112	191,632	1,548	2,400	0.9	1.2
Queensland	45	45	90,066	87,006	634	768	0.7	0.9
South Australia	55	54	59,368	56,628	771	755	1.3	1.4
Western Australia	67	66	35,371	37,372	426	584	1.2	1.5
Tasmania	34	34	14,991	14,969	157	299	1.0	2.0
Australia	388	383	673,750	672,121	7,864	9,125	1.2	1.4

(v) States, 1939 to 1946. The following table gives the percentages in each State for 1939 and from 1941 to 1946:—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : PERCENTAGES.

Period.	N.S.W.	Victoria.	C'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1939 Year ..	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1941 " ..	4.7	2.5	4.5	2.7	2.9	3.3	3.7
1942 " ..	1.8	1.2	2.3	1.1	1.6	0.8	1.6
1943 " ..	1.4	0.7	1.2	0.9	1.5	1.3	1.1
1944 " ..	1.6	0.8	0.7	1.0	1.5	0.8	1.2
1945 " ..	1.5	0.9	0.7	1.3	1.2	1.0	1.2
1946 " ..	1.5	1.2	0.9	1.4	1.5	2.0	1.4
1939 March Quarter	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June " ..	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept. " ..	11.6	11.2	5.8	9.4	8.2	8.3	10.2
Dec. " ..	11.1	9.0	5.8	9.1	6.6	7.1	9.3
1944 March " ..	1.3	0.7	0.8	0.9	1.5	0.7	1.0
June " ..	1.9	0.9	0.7	1.3	1.9	0.7	1.4
Sept. " ..	1.6	0.8	0.8	0.9	1.2	0.9	1.2
Dec. " ..	1.6	0.9	0.6	0.9	1.2	0.7	1.2
1945 March " ..	1.5	0.8	0.5	1.2	1.0	0.7	1.1
June " ..	1.5	0.8	0.6	1.5	1.1	0.8	1.1
Sept. " ..	1.5	0.8	0.9	1.2	1.2	1.1	1.2
Dec. " ..	1.5	1.0	0.8	1.3	1.5	1.6	1.2
1946 March " ..	1.5	1.3	0.8	1.6	1.5	1.7	1.4
June " ..	1.6	1.1	0.9	1.4	1.6	1.6	1.3
Sept. " ..	1.5	1.3	0.8	1.3	1.5	2.3	1.4
Dec. " ..	1.5	1.3	1.0	1.1	1.6	2.3	1.4

3. Special Legislation for the Relief of Unemployment.—The position in regard to unemployment in Australia became so serious during 1930 that the usual methods of providing funds for relief works and sustenance were found to be inadequate. The cessation of loans, and the general depression in industry and business, due mainly to the decline in the prices of primary products, brought about an economic crisis in all States. The number of persons thrown out of work increased rapidly with little prospect of conditions improving during the immediate future. The Commonwealth and State Governments realized that special action was necessary to provide additional funds to relieve the distress caused by continued unemployment, as the money ordinarily available was not sufficient to meet the abnormal conditions.

Special grants to the States were made by the Commonwealth Government, while special legislation relating to the relief of unemployment was enacted in practically all the States. In New South Wales, Victoria and Queensland, the Acts provided for special taxation for the purpose of creating funds for relief works and sustenance for the unemployed. The funds necessary for the relief of unemployment in South Australia, Western Australia and Tasmania were provided from revenue.

Further references to the special legislation relating to unemployment, rates of tax and sustenance payments will be found in *Labour Reports*, Nos. 22 to 31.

§ 3. Commonwealth Employment Service.

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

The principal function of this Service, as set out in Section 48 of the first-mentioned Act, is to provide services and facilities in relation to employment for the benefit of persons seeking to become employed, to change employment, or to engage labour, and to provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth. The Act also gives the Service a number of specific functions in relation to the re-establishment of ex-servicemen and war workers.

The Service also assists in the administration of the Unemployment and Sickness Benefits, provided under the Social Services Consolidation Act 1947, as well as the Re-Employment Allowance, provided under the Re-Establishment and Employment Act for certain classes of discharged members of the Forces. All persons who wish to claim unemployment benefits or re-employment allowances must register with their residential Employment Office which is responsible for checking the claim and arranging for payment of benefit, if appropriate, and if no suitable employment can be offered to the applicant.

The Service functions within the Employment Division of the Department of Labour and National Service, and is under the control of a Director of Employment. It functions on a decentralized basis. The Central Office is in Sydney, and there are State Head Offices in each of the capital cities, with 153 District Employment Offices in suburban and the larger provincial centres, and with some 500 agents in the smaller country centres who are responsible to the various District Employment Offices. The District Offices are distributed as follows:—New South Wales, 57; Victoria, 39; Queensland, 22; South Australia, 15; Western Australia, 15; Tasmania, 5.

The Service completed its first year of operation in May, 1947, and monthly average statistics of the principal items of business transacted during that period were as follows:—applicants for employment—new registrations 39,536, referred to employers 28,146, placed in employment 17,381; vacancies—new notifications 29,848, unfilled at end of month 57,696; Persons receiving advice or information 44,635; and discharges (ex-Service) dealt with 12,436.

§ 4. Industrial Disputes.

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

In *annual* tabulations particulars are included of all disputes which either *commenced* or were *current* during the year under review. As regards "number of disputes", "establishments involved", and "workpeople involved", therefore, duplication will

take place in respect of those disputes which started in and were unsettled at the end of a preceding year; the number involved will, however, be indicated in a footnote, to permit of due allowance being made in any calculations made from the tables.

2. Industrial Disputes Involving Stoppage of Work, Classified in Industrial Groups, 1945 and 1946.—The following tables give particulars of industrial disputes which either commenced or were current during 1945 and 1946, classified according to industrial groups.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1945.

Class.	Industrial Group.	Number.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
NEW SOUTH WALES.								
II.	Engineering, metal works, etc.	55	59	22,453	1,467	23,920	784,381	£ 880,604
III.	Food, drink, etc.	25	25	8,066	68	8,134	46,520	48,300
IV.	Clothing, textiles, etc.	2	2	454	..	454	2,776	2,100
V.	Books, printing, etc.	4	113	3,218	18	3,236	154,964	185,056
VI.	Other manufacturing	17	51	8,156	287	8,443	115,221	116,660
VII.	Building	2	3	201	..	201	806	1,047
VIII.	(a) Coal-mining	684	857	178,219	13,459	191,678	593,782	884,664
	(b) Other mining, quarries, etc.	3	3	1,350	174	1,524	22,677	38,852
IX.	Railway and tramway services	16	16	6,641	..	6,641	7,018	7,343
X.	Other land transport	1	1	130	..	130	130	150
XI.	Shipping, wharf labour, etc.	29	29	16,249	..	16,249	57,861	71,783
XII.	Pastoral, agricultural, etc.	2	32	200	..	200	3,470	3,540
XIII.	Domestic, hotels, etc.	1	1	12	..	12	216	150
XIV.	Miscellaneous	4	9	937	..	937	3,035	1,031
	Total	845	1,201	246,286	15,473	261,759	1,792,857	2,241,180
VICTORIA.								
II.	Engineering, metal works, etc.	11	11	447	..	447	3,645	4,400
III.	Food, drink, etc.	10	10	1,027	..	1,027	13,903	12,156
IV.	Clothing, textiles, etc.	4	4	533	..	533	1,822	1,591
VI.	Other manufacturing	3	3	64	65	129	1,032	998
IX.	Railway and tramway services	1	1	23,939	..	23,939	23,039	23,152
X.	Other land transport	2	2	3,015	..	3,015	6,010	6,531
XI.	Shipping, wharf labour, etc.	3	3	137	..	137	857	800
	Total	34	34	29,162	65	29,227	51,208	49,628
QUEENSLAND.								
I.	Wood, furniture, etc.	1	250	4,000	..	4,000	68,000	70,000
II.	Engineering, metal works, etc.	1	60	3,500	..	3,500	3,500	3,500
III.	Food, drink, etc.	5	9	1,222	..	1,222	14,494	14,133
VI.	Other manufacturing	2	2	119	..	119	321	523
VIII.	(a) Coal-mining	5	10	1,023	..	1,023	7,490	11,167
IX.	Railway and tramway services	6	6	2,454	99	2,553	20,445	23,350
XI.	Shipping, wharf labour, etc.	3	3	1,653	..	1,653	3,431	3,536
XII.	Pastoral, agricultural, etc.	1	20	1,500	..	1,500	90,000	80,000
XIV.	Miscellaneous	3	3	173	..	173	322	274
	Total	27	363	15,644	99	15,743	208,003	206,483
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	3	4	129	16	145	2,386	2,297
III.	Food, drink, etc.	1	1	93	..	93	93	45
VI.	Other manufacturing	1	1	178	..	178	1,246	1,200
VII.	Building	1	1	150	..	150	375	400
VIII.	(a) Coal-mining	1	1	22	..	22	66	72
IX.	Railway and tramway services	2	2	1,337	..	1,337	3,786	3,595
X.	Other land transport	1	1	1,806	..	1,806	19,866	19,000
XI.	Shipping, wharf labour, etc.	2	2	82	..	82	1,052	1,140
XIII.	Domestic, hotels, etc.	1	1	22	..	22	44	19
	Total	13	14	3,819	16	3,835	28,914	27,768
WESTERN AUSTRALIA.								
I.	Wood, furniture, etc.	1	1	131	..	131	164	190
II.	Engineering, metal works, etc.	2	3	183	..	183	896	1,036
III.	Food, drink, etc.	1	1	12	..	12	30	30
IV.	Clothing, textiles, etc.	2	8	402	..	402	9,162	8,145
VI.	Other manufacturing	2	2	127	..	127	715	750
VIII.	(a) Coal-mining	3	5	1,439	644	2,083	9,974	11,760
	(b) Other mining, quarries, etc.	1	1	548	..	548	1,644	1,666
IX.	Railway and tramway services	1	2	211	..	211	251	259
XI.	Shipping, wharf labour, etc.	2	2	105	..	105	9,655	11,403
	Total	16	25	3,158	644	3,802	32,491	35,239

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1945—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
TASMANIA.								£
I.	Wood, furniture, etc.	3	3	43	..	43	293	310
III.	Food, drink, etc.	1	1	52	..	52	156	210
VI.	Other manufacturing	2	2	303	..	303	606	643
XI.	Shipping, wharf labour, etc.	4	5	1,174	..	1,174	5,113	5,983
	Total	10	11	1,572	..	1,572	6,168	7,146
AUSTRALIA.								
I.	Wood, furniture, etc.	5	254	4,174	..	4,174	68,457	70,500
II.	Engineering, metal works, etc.	72	137	26,712	1,483	28,195	794,808	891,837
III.	Food, drink, etc.	43	47	10,472	68	10,540	75,196	74,874
IV.	Clothing, textiles, etc.	8	14	1,389	..	1,389	13,760	11,836
V.	Books, printing, etc.	4	113	3,218	18	3,236	154,964	185,036
VI.	Other manufacturing	27	61	8,947	352	9,299	119,141	120,674
VII.	Building	3	4	351	..	351	1,181	1,447
VIII.	(a) Coal-mining	693	875	180,703	14,103	194,806	611,312	907,663
	(b) Other mining, quarries, etc.	4	4	1,808	174	2,072	24,321	40,518
IX.	Railway and tramway services	27	27	34,582	99	34,681	55,439	57,609
X.	Other land transport	4	4	4,951	..	4,951	26,006	25,681
XI.	Shipping, wharf labour, etc.	43	44	19,400	..	19,400	77,969	94,645
XII.	Pastoral, agricultural, etc.	3	52	1,700	..	1,700	93,470	83,540
XIII.	Domestic, hotels, etc.	2	2	34	..	34	260	169
XIV.	Miscellaneous	7	10	1,110	..	1,110	3,357	1,395
	Total (a)	945	1,648	299,641	16,297	315,938	2,119,641	2,567,444

(a) The following disputes commenced in and were uncompleted at the end of the year 1944, and in respect of "Number of Disputes", "Establishments Involved" and "Workpeople Involved" are duplicated in the figures for 1945.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
Victoria	1	1	24	..	24
South Australia	1	1	20	..	20
Western Australia	1	1	1,140	..	1,140

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1946.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
NEW SOUTH WALES.								£
II.	Engineering, metal works, etc.	26	328	24,835	2,045	26,880	206,555	242,183
III.	Food, drink, etc.	11	68	2,958	81	3,049	33,590	39,408
IV.	Clothing, textiles, etc.	2	5	607	..	607	15,089	13,144
VI.	Other manufacturing	10	73	5,529	..	5,529	22,359	26,038
VII.	Building	1	1	28	..	28	896	1,000
VIII.	(a) Coal-mining	682	729	153,796	6,922	160,718	297,316	454,602
	(b) Other mining, quarries, etc.	2	2	660	..	660	3,300	4,025
IX.	Railway and tramway services	8	9	9,576	..	9,576	12,350	13,565
XI.	Shipping, wharf labour, etc.	21	161	21,250	..	21,250	125,876	145,566
XIII.	Domestic, hotels, etc.	1	1	35	..	35	315	300
XIV.	Miscellaneous	7	12	1,168	..	1,168	1,911	2,152
	Total	771	1,389	220,452	9,048	229,500	719,557	941,983
VICTORIA.								
II.	Engineering, metal works, etc.	6	95	2,014	1,807	3,821	186,619	187,158
III.	Food, drink, etc.	7	8	840	175	1,015	3,886	3,923
IV.	Clothing, textiles, etc.	2	2	89	..	89	3,593	3,066
V.	Books, printing, etc.	1	3	275	..	275	725	797
VI.	Other manufacturing	4	12	1,789	76	1,865	26,816	29,652
VII.	Building	4	4	96	..	96	2,796	3,160
IX.	Railway and tramway services	4	6	62,446	542	62,988	244,251	274,897
XI.	Shipping, wharf labour, etc.	5	56	6,268	..	6,268	37,884	46,102
XIV.	Miscellaneous	1	140	400	..	400	800	900
	Total	35	326	74,217	2,600	76,817	507,290	543,655

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1946—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
QUEENSLAND.								
III.	Food, drink, etc.	10	23	9,068	20	9,088	474,245	£ 515,944
VI.	Other manufacturing	1	1	60	..	60	300	330
VIII.	(a) Coal-mining	1	12	3,000	..	3,000	51,000	76,000
IX.	Railway and tramway services	2	2	2,543	70	2,613	30,256	31,746
XI.	Shipping, wharf labour, etc.	8	52	8,651	..	8,651	57,888	70,433
	Total	22	90	23,322	90	23,412	613,689	694,453
SOUTH AUSTRALIA.								
I.	Wood, furniture, etc.	1	1	116	..	116	232	228
II.	Engineering, metal works, etc.	1	1	70	1,270	1,340	1,550	1,720
III.	Food, drink, etc.	1	1	42	..	42	126	130
VI.	Other manufacturing	4	4	813	..	813	17,016	17,634
IX.	Railway and tramway services	2	2	5,395	..	5,395	5,395	5,030
XI.	Shipping, wharf labour, etc.	8	23	2,477	16	2,493	4,611	6,703
XIV.	Miscellaneous	1	1	28	..	28	84	80
	Total	18	33	8,941	1,286	10,227	20,014	31,525
WESTERN AUSTRALIA.								
I.	Wood, furniture, etc.	1	1	140	..	140	480	500
II.	Engineering, metal works, etc.	1	1	87	..	87	87	129
III.	Food, drink, etc.	1	1	336	..	336	486	538
VIII.	(a) Coal-mining	1	3	236	..	236	2,050	2,600
	(b) Other mining, quarries, etc.	1	1	9	..	9	270	500
IX.	Railway and tramway services	2	2	1,357	3,659	5,016	64,548	62,044
XI.	Shipping, wharf labour, etc.	3	8	459	..	459	1,313	1,518
XIV.	Miscellaneous	1	1	80	..	80	400	500
	Total	11	18	2,704	3,659	6,363	69,634	68,329
TASMANIA.								
VI.	Other manufacturing	1	1	63	..	63	126	115
IX.	Railway and tramway services	1	1	322	..	322	1,610	1,460
XI.	Shipping, wharf labour, etc.	5	12	1,250	..	1,250	4,070	4,881
XII.	Pastoral, agricultural, etc.	1	1	40	..	40	840	600
	Total	8	15	1,675	..	1,675	6,640	7,056
NORTHERN TERRITORY.								
VII.	Building	1	1	430	..	430	1,860	2,960
IX.	Railway and tramway services	1	1	97	..	97	97	140
	Total	2	2	527	..	527	1,957	3,100
AUSTRALIAN CAPITAL TERRITORY.								
III.	Food, drink, etc.	1	8	10	..	10	40	46
XIII.	Domestic, hotels, etc.	1	1	17	..	17	17	..
	Total	2	9	27	..	27	57	46
AUSTRALIA.								
I.	Wood, furniture, etc.	2	2	256	..	256	712	728
II.	Engineering, metal works, etc.	34	425	27,006	5,122	32,128	394,811	431,190
III.	Food, drink, etc.	31	109	13,264	276	13,540	512,373	559,089
IV.	Clothing, textiles, etc.	4	7	696	..	696	18,592	16,210
V.	Books, printing, etc.	1	3	275	..	275	725	797
VI.	Other manufacturing	20	91	8,254	76	8,330	66,617	73,769
VII.	Building	6	6	554	..	554	5,552	7,120
VIII.	(a) Coal-mining	684	744	157,032	6,922	163,954	350,366	533,202
	(b) Other mining, quarries, etc.	3	3	669	..	669	3,570	4,525
IX.	Railway and tramway services	21	23	81,736	4,271	86,007	358,507	388,882
XI.	Shipping, wharf labour, etc.	50	312	40,355	16	40,371	231,652	269,203
XII.	Pastoral, agricultural, etc.	1	1	40	..	40	840	600
XIII.	Domestic, hotels, etc.	2	2	52	..	52	332	303
XIV.	Miscellaneous	10	154	1,676	..	1,676	3,195	3,632
	Total (a)	860	1,882	331,865	16,683	348,548	1,947,844	2,290,147

(a) The following disputes commenced in, and were uncompleted at the end of the year 1945, and in respect of "Number of Disputes", "Establishments Involved" and "Workpeople Involved" are duplicated in the figures for 1946.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
New South Wales	3	3	610	226	836
Victoria	1	1	31	..	31

3. Industrial Disputes, Australia, 1939 to 1946.—The following table gives particulars of the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages caused by disputes which either commenced or were current during each of the years 1939 and 1941 to 1946, classified according to industrial groups.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII.(a)). For 1913 the proportion of disputes in the mining industry represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 82 in 1940. For the years 1945 and 1946 these disputes represented 73 and 79 per cent. respectively of the annual total. In the five years 1942 to 1946 working days lost through dislocations involving workpeople engaged in coal-mining amounted to 1,855,056, representing 29 per cent. of the total loss of working days during the period :—

INDUSTRIAL DISPUTES : AUSTRALIA.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
			Coal- mining.	Other Mining, etc.			
NUMBER.							
1939..	20	3	362	4	6	21	416
1941..	135	12	395	4	18	3	567
1942..	120	13	447	1	12	9	602
1943..	179	13	550	4	22	17	785
1944..	199	11	660	8	40	23	941
1945..	159	3	693	4	74	12	945
1946..	92	6	684	3	71	13	869

WORKPEOPLE INVOLVED.							
1939..	8,818	57	137,792	900	2,017	3,246	152,830
1941..	96,999	2,294	141,235	2,266	5,188	125	248,107
1942..	47,689	1,900	112,031	306	6,468	869	169,263
1943..	106,943	19,976	148,649	1,865	12,293	6,377	296,103
1944..	65,629	1,491	158,838	6,452	36,473	7,172	276,358
1945..	56,833	351	194,806	2,072	59,032	2,844	315,938
1946..	55,225	554	163,954	669	126,378	1,768	348,548

WORKING DAYS LOST.							
1939..	108,709	563	291,067	3,805	35,016	19,994	459,154
1941..	647,730	18,123	275,605	12,882	29,711	123	984,174
1942..	187,949	6,450	177,565	1,224	3,924	1,983	378,195
1943..	407,524	125,247	326,231	39,764	79,529	11,856	990,151
1944..	340,604	21,204	389,582	60,486	74,913	25,963	912,752
1945..	1,226,326	1,181	611,312	24,321	159,414	97,087	2,119,641
1946..	993,830	5,552	350,366	3,570	590,159	4,367	1,947,844

ESTIMATED LOSS IN WAGES.							
1939..	£ 83,540	£ 424	£ 335,033	£ 4,728	£ 22,114	£ 9,877	£ 455,716
1941..	616,621	20,238	320,945	15,381	26,795	122	1,000,102
1942..	179,880	7,193	260,868	1,400	5,289	1,460	456,090
1943..	385,848	149,344	480,008	46,900	82,941	8,465	1,153,506
1944..	347,656	23,129	576,360	64,709	79,425	20,450	1,111,729
1945..	1,354,777	1,447	907,663	40,518	178,025	85,014	2,567,444
1946..	1,082,683	7,120	533,202	4,525	658,085	4,532	2,290,147

4. Summary of Disputes (involving Stoppage of Work), 1939 to 1946.—The following table gives particulars of the number of industrial disputes in each State in the years 1939 and 1941 to 1946 together with the workpeople involved, the working days lost, and the estimated loss in wages:—

INDUSTRIAL DISPUTES: SUMMARY.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
								£
New South Wales	1939	386	460	139,301	9,230	148,531	410,183	419,330
	1941	513	773	213,440	6,671	220,111	778,079	809,879
	1942	552	573	148,203	2,892	151,095	320,135	401,613
	1943	689	2,771	250,754	5,623	256,377	796,511	971,069
	1944	801	921	213,007	8,175	221,182	575,305	760,380
	1945	845	1,201	246,286	15,473	261,759	1,792,857	2,241,180
	1946	771	1,389	220,452	9,048	229,500	710,557	941,983
Victoria	1939	10	10	1,089	180	2,169	27,313	19,046
	1941	22	595	19,806	311	20,117	139,167	121,193
	1942	20	26	11,979	140	12,119	35,658	31,009
	1943	40	1,070	19,042	217	19,259	76,686	65,409
	1944	53	89	13,348	294	13,642	72,618	73,223
	1945	34	34	29,162	65	29,227	51,208	49,628
	1946	35	326	74,217	2,600	76,817	507,290	543,655
Queensland	1939	5	6	373	2	375	1,870	1,753
	1941	17	113	3,392	280	3,672	47,826	48,574
	1942	6	6	370	52	422	2,702	2,145
	1943	20	114	8,990	302	9,292	58,895	62,629
	1944	23	32	8,493	..	8,493	63,084	67,401
	1945	27	303	15,644	99	15,743	208,603	206,483
	1946	22	90	23,322	90	23,412	613,689	694,453
South Australia	1939	2	2	170	5	175	1,880	1,416
	1941	11	51	3,704	..	3,704	17,656	18,701
	1942	13	52	3,617	..	3,617	10,494	11,056
	1943	24	442	7,602	841	8,443	19,420	13,492
	1944	30	71	18,250	3,230	21,480	76,086	80,614
	1945	13	14	3,819	16	3,835	28,914	27,768
	1946	18	33	8,941	1,286	10,227	29,014	31,525
Western Australia	1939	7	7	1,108	145	1,253	14,100	9,578
	1941	3	7	303	..	303	846	931
	1942	8	8	1,797	12	1,809	8,855	9,872
	1943	10	82	1,594	950	2,544	38,438	40,733
	1944	30	75	7,161	3,867	11,028	89,984	93,601
	1945	16	25	3,158	644	3,802	32,491	35,239
	1946	11	18	2,704	3,659	6,363	60,634	68,329
Tasmania	1939	4	4	53	..	53	166	93
	1941	..	..	..	..	..	..	..
	1942	2	2	51	..	51	51	45
	1943	2	2	46	142	188	201	176
	1944	4	4	533	..	533	35,675	36,510
	1945	10	11	1,572	..	1,572	6,168	7,146
	1946	8	15	1,675	..	1,675	6,646	7,056
Northern Territory	1939	2	16	234	40	274	3,642	3,600
	1941	1	1	200	..	200	600	825
	1942	1	1	150	..	150	300	350
	1943	..	..	..	..	..	..	..
	1944	..	..	..	..	..	..	..
	1945	..	..	..	..	..	..	..
	1946	2	2	527	..	527	1,957	3,100
Australian Capital Territory	1939	..	..	..	..	..	..	..
	1941	..	..	..	..	..	..	..
	1942	..	..	..	..	..	..	..
	1943	..	..	..	..	..	..	..
	1944	..	..	..	..	..	..	..
	1945	..	..	..	..	..	..	..
	1946	2	9	27	..	27	57	46
Australia	1939	416	505	143,228	9,602	152,830	459,154	455,716
	1941	567	1,540	240,845	7,262	248,107	984,174	1,000,102
	1942	602	745	166,167	3,096	169,263	378,195	456,090
	1943	785	4,481	288,028	8,075	296,103	990,151	1,153,506
	1944	941	1,192	260,792	15,566	276,358	912,752	1,111,729
	1945	945	1,648	299,641	16,297	315,938	2,119,641	2,567,444
	1946	860	1,882	331,865	16,682	348,548	1,947,844	2,290,147

Detailed information in regard to the disputes during the abovementioned and previous years is given in the *Labour Reports* issued by this Bureau.

5. Duration of Industrial Disputes, 1945 and 1946.—The following table gives particulars of industrial disputes during 1945 and 1946 according to certain adopted limits of duration :—

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
1945.						
1 day and less	533	149,097	1,606	150,703	149,451	£ 207,542
2 days and more than 1 day	140	44,370	10,647	55,017	109,959	149,450
3 " " " " 2 days	76	17,954	383	18,337	53,225	68,547
Over 3 days and less than 1 week (6 days)	35	12,877	157	13,034	53,571	74,775
1 week and less than 2 weeks	91	39,138	1,656	40,794	316,146	425,936
2 weeks " " 4 weeks	35	11,981	313	12,294	170,404	203,773
4 " " " 8 weeks	12	5,487	387	5,874	155,677	162,147
8 weeks and over	23	18,737	1,148	19,885	1,111,208	1,275,274
Total	945	299,641	16,297	315,938	2,119,641	2,567,444
1946.						
1 day and less	567	197,281	5,045	202,326	200,636	£ 287,707
2 days and more than 1 day	107	25,034	1,708	26,742	52,252	74,192
3 " " " " 2 days	46	8,700	722	9,422	28,023	41,461
Over 3 days and less than 1 week (6 days)	52	18,623	1,568	20,191	83,660	117,996
1 week and less than 2 weeks	42	55,796	40	55,836	433,442	495,826
2 weeks " " 4 weeks	28	13,715	3,982	17,697	252,164	306,664
4 " " " 8 weeks	16	3,112	1,596	4,708	154,794	165,773
8 weeks and over	11	9,604	2,022	11,626	742,873	800,528
Total	869	331,865	16,683	348,548	1,947,844	2,290,147

6. Causes of Industrial Disputes, 1913 to 1946.—The following table shows the principal causes of the industrial disputes which occurred in 1913, 1939 and 1942 to 1946 :—

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.

Causes of Dispute.	NUMBER.						
	1913.	1939.	1942.	1943.	1944.	1945.	1946.
1. Wages—							
(a) For increase	42	13	8	27	18	19	30
(b) Against decrease	4	4	2	1	1	2	..
(c) Other wage questions	31	58	107	132	134	131	112
2. Hours of Labour—							
(a) For reduction	3	12	1	5	1	2	2
(b) Other disputes re hours	7	9	8	11	16	13	14
3. Trade Unionism—							
(a) Against employment of non-unionists	8	1	9	6	13	7	1
(b) Other union questions	5	48	24	30	32	69	64
4. Employment of Particular Classes or Persons	44	107	139	194	230	243	205
5. Working Conditions	51	90	132	200	266	268	273
6. Sympathetic	5	1	14	21	19	32	12
7. Other Causes	8	73	158	158	211	159	156
Total	208	416	602	785	941	945	869

INDUSTRIAL DISPUTES: CAUSES, AUSTRALIA—*continued.*

Causes of Dispute.	1913.	1939.	1942.	1943.	1944.	1945.	1946.
WORKPEOPLE INVOLVED.							
1. Wages—							
(a) For increase	8,633	4,384	2,150	10,441	4,440	4,929	91,423
(b) Against decrease ..	563	279	957	44	300	52	..
(c) Other wage questions ..	7,160	17,094	32,025	52,055	33,566	37,861	27,903
2. Hours of Labour—							
(a) For reduction	460	4,150	85	6,905	24	3,023	249
(b) Other disputes re hours..	1,819	3,383	1,630	5,430	7,912	7,550	8,888
3. Trade Unionism—							
(a) Against employment of non-unionists	5,370	21	1,797	2,944	3,788	1,700	116
(b) Other union questions ..	1,418	16,030	5,302	10,799	7,091	21,954	11,970
4. Employment of Particular Classes or Persons	11,370	28,691	41,402	60,391	59,576	80,238	58,133
5. Working Conditions	10,785	28,092	29,908	45,698	73,733	63,505	95,900
6. Sympathetic	947	2,600	7,977	11,593	11,118	22,392	10,849
7. Other Causes	1,758	48,106	46,030	89,803	74,810	72,734	43,117
Total	50,283	152,830	169,263	296,103	276,358	315,938	348,548

WORKING DAYS LOST.

1. Wages—							
(a) For increase	100,069	24,115	7,403	44,079	14,630	149,901	555,529
(b) Against decrease	9,438	4,472	13,991	44	450	142	..
(c) Other wage questions ..	78,183	67,550	98,669	154,339	124,256	191,194	72,473
2. Hours of Labour—							
(a) For reduction	2,774	21,636	85	13,248	72	153,023	15,246
(b) Other disputes re hours..	15,111	10,752	2,607	27,351	30,444	11,852	63,936
3. Trade Unionism—							
(a) Against employment of non-unionists	91,002	63	5,583	49,398	10,118	7,877	232
(b) Other union questions ..	32,388	52,086	9,179	43,851	29,203	168,105	47,419
4. Employment of Particular Classes or Persons	191,723	81,101	98,658	274,102	179,521	892,051	699,542
5. Working Conditions	73,562	108,409	66,348	96,171	215,546	206,798	325,686
6. Sympathetic	24,066	2,600	12,593	16,436	81,533	149,771	95,248
7. Other Causes	5,212	86,370	63,079	271,132	226,979	188,927	72,533
Total	623,528	459,154	378,195	990,151	912,752	2,119,641	1,947,844

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the years 1913 to 1925 with the exception of 1922, the number of dislocations concerning "Wages" exceeded those caused by any other question. From 1913 to 1946 the proportions varied between 19 per cent. in 1942 and 45 per cent. in 1916. Since 1925 the number of disputes concerning "Wages" has averaged about 20 per cent. of the total number for each year. The majority of the dislocations of work classified under the heading, "Employment of Particular Classes or Persons," are stoppages for the purpose of protesting against the dismissal of certain employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry, and has been the principal cause of industrial disturbance in most of the years since 1925, averaging about 30 per cent. of the total number for each year during that period. The number of disputes over "Trade Union" questions has averaged below 10 per cent. of the total number of disputes during the years under review. Stoppages of work concerning "Hours of Labour" increased during 1926 and 1927, but have been relatively unimportant during recent years.

The numbers of disputes concerning "Wages" were 152 in 1945 and 142 in 1946, representing for each year 16 per cent. of the total. Stoppages concerning "Employment of Particular Classes or Persons" numbered 243 in 1945 and 205 in 1946, 26 per cent. of the total in each case, and those concerning "Working Conditions" 268 in 1945 and 273 in 1946 or 28 per cent. and 31 per cent. respectively. Disputes classified under these three headings numbered 663 or 70 per cent. of the total dislocations during the year 1945 and 620 or 71 per cent. in 1946.

7. Results of Industrial Disputes.—The results of industrial disputes during 1939 and each of the years 1941 to 1946 are shown in the following table —

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS : AUSTRALIA.

Year.	Number.				Workpeople Involved.				Working Days Lost			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1939..	75	302	19	20	22,517	117,445	6,233	6,635	104,192	256,602	43,569	54,791
1941..	225	287	24	29	74,856	146,031	11,438	15,062	271,539	522,837	93,424	94,464
1942..	166	393	9	23	48,848	107,656	2,517	8,913	114,450	201,381	13,041	36,973
1943..	202	497	10	74	72,116	190,668	4,481	27,720	279,440	569,522	36,966	74,382
1944..	260	603	3	72	73,643	171,347	1,234	28,950	315,216	413,606	11,043	151,471
1945(a)	205	652	5	79	58,905	206,856	554	48,756	580,515	1,091,228	7,723	387,119
1946(a)	167	621	7	69	43,912	191,000	34,937	74,342	218,411	416,350	236,183	865,915

(a) The following disputes which were incomplete at 31st December, 1945 and 1946, should be added to the above figures for the relevant years to effect a balance with those published in the preceding tables :—

State.	Number.		Establishments involved.		Workpeople involved.		Working Days Lost.	
	1945.	1946.	1945.	1946.	1945.	1946.	1945.	1946.
New South Wales ..	3	1	3	1	836	227	48,785	10,669
Victoria ..	1	2	1	91	31	3,314	1,271	184,996
Queensland ..	..	..	..	..	..	230	..	4,600
South Australia ..	..	1	..	1	..	536	..	10,720
Total ..	4	5	4	94	867	4,307	50,056	210,985

8. Methods of Settlement.—The following table gives a classification of the methods of settlement according to the adopted schedule :—

INDUSTRIAL DISPUTES : METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1939.	1942.	1943.	1944.	1945.(a)	1946.(a)
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	277	233	356	387	482	385
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	17	117	100	130	75	89
Under State Industrial Act—							
By interventions, assistance, or compulsory conference ..	19	5	9	13	19	10	5
By reference to Board or Court ..	22	2	16	30	25	22	19
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	4	6	43	38	72	43	19
By filling places of workpeople on strike or locked out ..	13	1	..	..	..	1	3
By closing-down establishment permanently ..	1	2	..	..	1	..	..
By other methods ..	13	106	178	246	304	308	344
Total ..	208	416	596	783	938	941	864

(a) See note to previous table.

INDUSTRIAL DISPUTES : METHODS OF SETTLEMENT, AUSTRALIA—*continued.*

Methods of Settlement.	1913.	1939.	1942.	1943.	1944.	1945.(a)	1946.(a)
WORKPEOPLE INVOLVED.							
Negotiation—							
Direct between employers and employees or their representatives	23,357	80,195	57,556	101,169	87,122	129,135	86,174
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	3,172	2,489	42,072	43,556	34,942	23,426	57,768
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	6,505	4,925	2,259	4,583	12,684	7,067	724
By reference to Board or Court	12,774	429	4,642	15,096	10,970	11,981	6,483
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	659	3,268	14,873	12,251	27,966	20,596	10,059
By filling places of workpeople on strike or locked out	658	20	..	..	..	10	130
By closing-down establishment permanently	170	178	..	..	19	..	..
By other methods	2,988	61,326	46,532	118,330	101,471	121,956	182,903
Total	50,283	152,830	167,934	294,985	275,174	315,071	344,241

WORKING DAYS LOST.

Negotiation—							
Direct between employers and employees or their representatives	94,400	245,709	98,650	244,920	176,569	745,989	265,401
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	52,943	115,727	246,334	150,431	158,452	339,481
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	187,871	35,647	10,112	19,430	46,132	21,268	12,539
By reference to Board or Court	221,769	3,366	18,761	82,112	78,431	394,787	116,681
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	2,105	46,450	69,441	53,330	197,599	367,799	147,509
By filling places of workpeople on strike or locked out	14,139	20	..	..	..	110	7,552
By closing-down establishment permanently	20,400	3,892	..	..	209	..	..
By other methods	56,509	71,127	53,244	314,184	241,965	381,180	847,696
Total	623,528	459,154	365,935	960,310	891,336	2,069,585	1,736,859

(a) See note to previous table.

The majority of disputes are settled by direct negotiations between employers and employees, the proportion so settled since 1913 ranging between 43 per cent. in 1925 and 78 per cent. in 1937. The percentage was 51 in 1945 and 45 in 1946. The proportion of dislocations settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts has varied considerably during the period under review, ranging between 3 per cent. in 1915 and 22 per cent. in 1913. The proportion was 8 per cent. in 1945 and 5 per cent. in 1946. In connexion with the comparatively large number of disputes which are classified as having been settled "By other methods," many stoppages of work occur each year, principally at collieries, but the cause of such stoppages is not officially known to the employers or their representatives. Such stoppages usually last for one day, and work is resumed without negotiations for a settlement of the trouble. In 1946 the percentage of disputes settled by "other methods" rose to 40, the highest recorded for that class of settlement.

F. ASSOCIATIONS.

§ 1. Labour Organizations.

1. *Registration.*—(i) *Under Trade Union Acts.* The benefits obtained by registering trade unions under the Trade Union Acts in force in the various States are not considered of much value, consequently the statistics of registered trade unions of employees do not accurately represent the position of unionism. Further, the returns for past years are so defective as to be practically valueless, inasmuch as no reliable indication is afforded of the numerical and financial position of the unions. Some of the registered unions fail to supply returns; this non-supply may lead to cancellation of the registration. Others have obtained the cancellation of their certificates of registration, the apparent reason being that they proposed to register under the Commonwealth Conciliation and Arbitration Act or a State Arbitration Act. In Queensland, some of the largest labour unions withdrew from registration during 1911, mainly on account of the necessity for closer restriction of their objects as set forth in their rules, consequent on legal decisions affecting trade unions. In Victoria and in South Australia very few of the existing unions are registered under the Trade Union Acts. It will be seen, therefore, that the available information under this heading is too meagre for statistical purposes.

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Official Year Book. The latest information available as to registrations is as follows:—New South Wales, 202 industrial unions of employers and 154 industrial unions of employees, the membership not being available in either case; Queensland, 20 industrial unions of employers with approximately 17,000 members, and 75 industrial unions of employees with approximately 194,000 members; South Australia, 34 organizations of employees with 48,000 members; Western Australia, 35 organizations of employers with 883 members, and 131 organizations of employees with 66,000 members. There is no provision in the South Australian Industrial Acts for the registration of organizations of employers, and in Victoria and Tasmania, where Wages Board systems of wage fixation are in operation, organizations of employers and employees are not required to register. Registration under Commonwealth legislation began in 1906. In that and the four years following, there was but one union of employers; another was registered in 1911. The unions of employees registered in 1906 were 20, with 41,413 members. At the end of 1945 and 1946, the number of employers' organizations registered under the provisions of the Commonwealth Conciliation and Arbitration Act was 42. The number of unions registered at the end of 1945 and 1946 was 161, with a membership of approximately 1,082,472 at the end of 1945 and 1,120,853 at the end of 1946 representing 90 and 89 per cent. respectively 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 merely a branch of a British or International union. Broadly speaking, there are four distinct classes of labour organizations:—(i) the local independent; (ii) the State; (iii) the interstate; and (iv) the Australian or International; but a number of variations occur from each of these classes. The leading characteristics of each of these types are briefly outlined in *Labour Report No. 2* (pp. 7-9) issued by this Bureau.

(ii) *Number and Membership.* As already stated, the figures for trade unions registered under the Acts do not represent the position of unionism in Australia. In 1912 the Labour and Industrial Branch of the Commonwealth Bureau of Census and

Statistics was established and with the cordial co-operation of the officials of the labour organizations comprehensive figures relating to the development of organized labour are now available. The following table shows the position at the end of 1945 and 1946 :—

TRADE UNIONS : BRANCHES AND MEMBERS, 1945 and 1946.

State or Territory.	Number of Separate Unions.		Number of Branches.		Number of Members.	
	1945.	1946.	1945.	1946.	1945.	1946.
New South Wales ..	184	183	591	591	501,845	527,738
Victoria ..	139	138	382	382	306,649	324,380
Queensland ..	110	110	307	307	192,087	199,719
South Australia ..	112	111	173	173	97,829	101,595
Western Australia ..	132	130	208	209	71,512	77,622
Tasmania ..	71	69	71	70	27,114	28,314
Northern Territory ..	4	4	..	..	1,406	1,997
Australian Capital Territory ..	15	15	1	1	1,953	2,293
Total ..	767	760	1,733	1,733	1,200,395	1,263,658
Australia ..	(a) 362	(a) 362	(b) 2,138	(b) 2,131	1,200,395	1,263,658

(a) Allowing for interstate duplication. The figures represent the number of distinct organizations and interstate groups of organizations in Australia—not the total number of organizations which are practically independent and self-governing. (b) See remarks below.

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, excluding branches therein, and each union is counted once only. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organization. In taking the total number of separate unions in Australia (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line, allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches" in the fourth and fifth columns—last line. The scheme of organization of these interstate or federated unions varies greatly in character, and the number of separate Commonwealth unions does not, therefore, fairly represent the number of practically independent organizations in Australia. In some of these unions the State organizations are bound together under a system of unification and 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. At the end of 1946 there were, therefore, 362 distinct organizations and interstate groups of organizations in Australia, having 2,131 State branches and sub-branches, and a total of 1,263,658 members.

(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 1943 to 1946 compared with 1939. The number of unions specified refers to the number of different unions represented in each State and, while interstate or federated unions are counted once in each State in which they are represented, sub-branches within a State are not counted. Each year since 1939 the number of unions has decreased while membership has increased. Compared with 1939, membership in 1946 had increased by 38 per cent.

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Groups.	1939.	1943.	1944.	1945.	1946.
NUMBER OF UNIONS.					
Manufacturing—	(a)	(a)	(a)	(a)	(a)
I. Wood, Furniture, etc.	17 (4)	17 (5)	17 (5)	17 (4)	17 (4)
II. Engineering, Metal Works, etc.	64 (22)	61 (22)	61 (22)	61 (22)	58 (22)
III. Food, Drink, Tobacco, etc.	72 (35)	67 (33)	66 (30)	66 (35)	66 (35)
IV. Clothing, Textiles, etc.	26 (12)	25 (12)	24 (12)	23 (9)	23 (9)
V. Books, Printing, etc.	14 (8)	14 (8)	14 (8)	15 (10)	15 (10)
VI. Other Manufacturing	71 (37)	74 (37)	74 (37)	68 (36)	67 (36)
VII. Building	48 (28)	48 (27)	48 (27)	48 (24)	48 (24)
VIII. Mining, Quarrying, etc.	16 (13)	18 (13)	18 (13)	17 (14)	17 (14)
IX. Railway and Tramway Services	51 (29)	51 (29)	51 (29)	50 (31)	50 (31)
X. Other Land Transport	13 (6)	12 (5)	12 (5)	12 (5)	12 (5)
XI. Shipping, etc.	60 (21)	50 (19)	51 (19)	45 (19)	45 (19)
XII. Pastoral, Agricultural, etc.	9 (5)	9 (5)	9 (5)	9 (3)	9 (3)
XIII. Domestic, Hotels, etc.	19 (18)	19 (17)	19 (17)	18 (17)	18 (17)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical	33 (20)	33 (21)	33 (21)	33 (14)	33 (14)
(ii) Public Service	147 (50)	142 (49)	142 (49)	143 (48)	142 (48)
(iii) Retail and Wholesale	15 (8)	15 (8)	15 (8)	15 (9)	15 (9)
(iv) Municipal, Sewerage and Labouring	20 (11)	20 (12)	20 (12)	20 (11)	20 (11)
(v) Other Miscellaneous	124 (53)	115 (53)	107 (51)	107 (51)	105 (51)
Total	819 (380)	790 (375)	781 (370)	767 (362)	760 (362)

NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc.	27,990	28,099	29,289	30,582	31,952
II. Engineering, Metal Works, etc.	99,731	206,791	209,105	197,182	201,050
III. Food, Drink, Tobacco, etc.	80,328	75,361	75,404	75,655	80,691
IV. Clothing, Textiles, etc.	68,847	102,406	102,369	98,155	100,211
V. Books, Printing, etc.	22,303	23,810	25,127	25,483	28,492
VI. Other Manufacturing	52,074	95,116	84,782	57,262	63,805
VII. Building	45,651	71,645	64,780	71,651	78,066
VIII. Mining, Quarrying, etc.	48,812	41,956	40,282	38,581	42,758
IX. Railway and Tramway Services	105,938	121,044	124,763	125,636	128,426
X. Other Land Transport	19,488	21,688	21,920	27,555	29,455
XI. Shipping, etc.	28,760	32,342	35,936	34,150	32,417
XII. Pastoral, Agricultural, etc.	40,276	37,730	36,168	34,592	37,756
XIII. Domestic, Hotels, etc.	13,177	22,167	28,382	30,711	37,758
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical	30,013	65,577	76,645	84,288	79,468
(ii) Public Service	89,848	127,341	122,750	128,372	130,173
(iii) Retail and Wholesale	36,290	35,346	36,781	36,470	40,648
(iv) Municipal, Sewerage and Labouring	46,552	45,205	46,428	45,056	52,705
(v) Other Miscellaneous	50,392	51,239	57,867	59,014	67,827
Total	915,470	1,204,863	1,218,778	1,200,395	1,263,658

(a) Allowing for interstate duplication.

(iv) *Trade Unions : Numbers of Male and Female Members and Percentage to Total Wage and Salary Earners, Australia.* Prior to 1939 the numbers of male and female wage and salary earners (including unemployed) aged 20 years and over were estimated by increasing the numbers of such persons enumerated at the 1933 Census in ratio to the annual increases in males and females aged 20 to 64 years. Similarly, for wage and salary earners (including unemployed) under 20 years the numbers of such persons at the 1933 Census were increased in ratio to the annual increases in males and females 15 to 19 years. Further, allowance was made for (a) increase in the proportion of females

who became wage and salary earners and (b) youths and girls who were without occupation but were not recorded in the wage-earning group at the 1933 Census. While the foregoing method of estimation would produce fairly accurate results during normal times, the drastically altered conditions of employment over the period of the recent war necessitated the adoption of more direct methods. For 1939 and subsequent years, therefore, the estimates are based on data obtained largely from the National Register of July, 1939, the Pay-roll Tax returns commencing from July, 1941, the Civilian Register of June, 1943, the Occupation Survey of June, 1945 and records of Defence Forces. Since 1939 the estimated numbers of wage and salary earners include (a) wage earners enlisted in the Defence Forces and (b) persons who were "not gainfully occupied" before the outbreak of war but who subsequently entered wage-earning employment, and (c) persons who in normal times would be occupied in their own businesses but undertook wage and salary earning employment during the war and post-war period.

The following table shows separately for males and females (a) the number of members of trade unions; (b) the estimated number of wage and salary earners of each sex 20 years of age and over in all professions, trades and occupations; and (c) the percentage of the former (a) on the latter (b) at the end of each year, 1943 to 1946 as compared with 1939. The estimated number of wage and salary earners includes all persons 20 years of age and over in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover, the age at which persons are eligible for membership varies in different unions. The census results are classified in five-yearly age groups, and age 20 years is taken as approximating to the age of admission to membership. A line has also been added showing the estimated numbers of "junior" workers under 20 years of age.

TRADE UNIONS : NUMBER OF MALE AND FEMALE MEMBERS AND PERCENTAGE TO TOTAL WAGE AND SALARY EARNERS, AUSTRALIA.(a)

Particulars.	1939.	1943.	1944.	1945.	1946.
MALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,507,500	1,749,700	1,707,400	1,714,000	1,639,100
No. of Members of Unions ..	778,336	935,997	944,777	941,297	1,013,653
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	51.6	53.5	55.3	54.9	61.8
Junior Wage and Salary Earners (under 20)	275,600	275,300	272,600	266,000	257,900
FEMALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	417,600	546,000	541,000	497,000	482,000
No. of Members of Unions ..	137,134	268,866	274,001	259,098	250,005
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	32.8	49.2	50.6	51.9	51.9
Junior Wage and Salary Earners (under 20)	187,200	227,000	222,000	219,000	211,300

(a) Includes wage earners enlisted in the defence forces.

TRADE UNIONS: NUMBER OF MALE AND FEMALE MEMBERS AND PERCENTAGE TO TOTAL WAGE AND SALARY EARNERS, AUSTRALIA. (a)—
continued.

Particulars.	1939.	1943.	1944.	1945.	1946.
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,925,100	2,295,700	2,248,400	2,213,000	2,121,100
No. of Members of Unions ..	915,470	1,204,863	1,218,778	1,200,395	1,263,658
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	47.6	52.5	54.2	54.2	59.6
Junior Wage and Salary Earners (under 20)	462,800	502,300	494,600	485,000	469,200

(a) Includes wage earners enlisted in the defence forces.

(v) *Interstate or Federated Unions.* The following table gives particulars of the number and membership of interstate or federated unions in 1945 and 1946:—

INTERSTATE OR FEDERATED UNIONS: AUSTRALIA.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
1945.						
Number of Unions ..	16	17	16	25	46	120
„ „ Members ..	29,998	39,434	117,131	300,011	522,340	1,008,914
1946.						
Number of Unions ..	15	17	16	26	46	120
„ „ Members ..	23,549	43,969	143,495	318,356	549,042	1,078,411

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

The number of organizations operating in two or more States increased from 72 in 1912 to 120 in 1946, and the percentage of the membership of such organizations on the total membership of all organizations rose from 65 to 85 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, or the Labour Federation. In Western Australia a unified system of organization extends over the industrial centres throughout the State. In this State there is a provincial branch of the Australian Labour Party, having a central council and executive, and metropolitan and branch district councils, to which the local bodies are affiliated. The central council, on which all district councils are represented, meets periodically. In the other five States, however, the organization is not so close, and, while provision usually exists in the rules of the central council at the capital city of each State for the organization of district councils or for the representation of the central council on the local councils in the smaller industrial centres of the State, the councils in each State are, as a matter of fact, independent bodies.

A new Central Labour Organization called the Australasian 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 Australasian Council is based on the Metropolitan Trades and Labour Councils in each State, such bodies having the right to appoint two representatives to act on the Executive of the Council. The Metropolitan Trades and Labour Councils are the branches of the Australasian Council. In addition to the representatives from the Metropolitan Councils, the Executive consists of four officers—the President, two Vice-Presidents, and a Secretary, who are elected by and from the All-Australian Trade Union Congress.

The objective of the Council is the socialization of industry, i.e., production and exchange. The methods to be adopted are:—(a) The closer organization of the workers by the transformation of the Australasian Trade Union Movement from the craft to an industrial basis by the establishment of one Union in each industry; (b) the consolidation of the Australasian Labour Movement with the object of unified control, administration and action; (c) the centralized control of industrial disputes; and (d) educational propaganda among unions. The Australasian 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.

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 thereto, in each State at the end of 1945 and 1946:—

CENTRAL LABOUR ORGANIZATIONS : NUMBER AND UNIONS AFFILIATED.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	A.C.T.	Total.
1945.								
Number of Councils	7	9	10	3	9	4	1	43
Number of Unions and Branch Unions affiliated ..	223	258	112	78	295	88	15	1,069
1946.								
Number of Councils	9	9	11	7	9	5	1	51
Number of Unions and Branch Unions affiliated ..	260	261	121	138	296	102	15	1,193

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 to the local trades councils in the several towns in which they are represented.

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. Employers' Associations.

The collection of detailed particulars in respect of Employers' Associations has now been discontinued, but particulars for the years 1922 to 1939 appear in issues of the Official Year Book prior to No. 34 and in the *Labour Reports*.

G. 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 Capitals 1911 = 1,000 (n).)

Period.	Retail Price Index-numbers.						Nominal Wages, Adult Males.	Real Wages. (c)	Percentage of Unemployment among Trade Unionists.
	Food and Groceries.	Housing (4 and 5 Rooms). (b)	Food, Housing (4 and 5 Rooms) ("B" Series.)	Clothing.	Miscellaneous.	All Items of Household Expenditure ("C" Series.)			
Year—									%
1911 ..	1,000	1,000	1,000	(d)1,000	(d)1,000	(n)1,000	1,000	1,000	4.7
1914 ..	1,144	1,082	1,121	1,140	1,140	1,140	1,081	948	8.3
1921 ..	1,902	1,410	1,717	1,883	1,537	1,680	1,826	1,087	11.2
1928 ..	1,761	1,743	1,755	1,507	1,537	1,675	1,963	1,172	10.8
1932 ..	1,425	1,336	1,390	1,215	1,457	1,377	1,639	1,190	29.0
1938 ..	1,584	1,540	1,568	1,253	1,463	1,488	1,799	1,209	8.7
1939 ..	1,657	1,577	1,626	1,271	1,465	1,526	1,846	1,211	9.7
1941 ..	1,693	1,595	1,654	1,690	1,613	1,673	1,997	1,194	3.7
1942 ..	1,843	1,596	1,742	1,977	1,693	1,809	2,164	1,166	1.6
1943 ..	1,855	1,595	1,749	2,177	1,766	1,876	2,309	1,231	1.1
1944 ..	1,834	1,595	1,737	2,168	1,773	1,867	2,326	1,246	1.2
1945 ..	1,849	1,595	1,746	2,155	1,767	1,868	2,339	1,252	1.2
1946 ..	1,852	1,596	1,748	2,276	1,776	1,900	2,490	1,263	1.4
Quarter—									
1939.									
March ..	1,673	1,568	1,631	1,258	1,461	1,524	1,826	1,198	9.6
June ..	1,654	1,575	1,623	1,264	1,461	1,522	1,847	1,214	9.5
September ..	1,645	1,582	1,620	1,264	1,463	1,520	1,854	1,220	10.2
December ..	1,657	1,584	1,628	1,297	1,472	1,536	1,858	1,210	9.3
1941.									
March ..	1,713	1,595	1,666	1,598	1,581	1,651	1,966	1,191	5.3
June ..	1,679	1,595	1,646	1,669	1,594	1,660	1,984	1,195	3.6
September ..	1,673	1,595	1,643	1,705	1,633	1,675	2,002	1,195	3.2
December ..	1,705	1,596	1,662	1,787	1,644	1,707	2,034	1,192	2.9
1942.									
March ..	1,771	1,597	1,701	1,838	1,667	1,746	2,091	1,198	1.8
June ..	1,832	1,596	1,736	1,942	1,673	1,793	2,127	1,186	1.7
September ..	1,887	1,595	1,768	2,028	1,689	1,835	2,182	1,189	1.6
December ..	1,880	1,595	1,764	2,098	1,741	1,860	2,257	1,213	1.3
1943.									
March ..	1,860	1,595	1,752	2,130	1,749	1,863	2,283	1,225	1.2
June ..	1,801	1,595	1,771	2,216	1,763	1,897	2,292	1,208	1.1
September ..	1,853	1,594	1,748	2,192	1,773	1,880	2,331	1,240	1.1
December ..	1,815	1,595	1,726	2,171	1,778	1,864	2,329	1,249	1.1
1944.									
March ..	1,824	1,595	1,731	2,167	1,775	1,864	2,322	1,246	1.0
June ..	1,834	1,595	1,737	2,160	1,773	1,865	2,322	1,245	1.4
September ..	1,852	1,595	1,748	2,166	1,772	1,873	2,327	1,242	1.2
December ..	1,827	1,595	1,733	2,180	1,770	1,867	2,332	1,249	1.2
1945.									
March ..	1,838	1,595	1,739	2,149	1,767	1,863	2,333	1,252	1.1
June ..	1,854	1,595	1,749	2,141	1,767	1,866	2,336	1,252	1.1
September ..	1,860	1,595	1,752	2,140	1,767	1,868	2,340	1,253	1.2
December ..	1,842	1,595	1,742	2,189	1,767	1,874	2,348	1,253	1.2
1946.									
March ..	1,853	1,595	1,748	2,201	1,772	1,881	2,354	1,251	1.4
June ..	1,863	1,595	1,754	2,259	1,776	1,900	2,360	1,242	1.3
September ..	1,839	1,596	1,741	2,299	1,776	1,902	2,378	1,250	1.4
December ..	1,854	1,596	1,750	2,343	1,781	1,918	2,507	1,307	1.4
1947.									
March ..	1,915	1,596	1,785	2,305	1,798	1,933	2,527	1,307	1.4
June ..	1,945	1,597	1,803	2,319	1,802	1,948	2,545	1,306	1.2

(a) The index-numbers given in the separate columns of the table cannot be compared with each other in order to show, for example, the relative cost of housing and food and groceries, since the cost in 1911 in each group or combination of groups is made equal to 1,000. (b) See footnote (b) on page 443.

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