CHAPTER XIII.

LABOUR, WAGES AND PRICES.

§ 1. Trade Unions.

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 trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Year Book. The latest information available as to registrations is as follows:—New South Wales, 119 industrial unions of employees and 153 industrial unions of employees; Queensland, 76 industrial unions of employees with approximately 92,444 members; South Australia, 16 organizations of employees with 11,800 members; Western Australia, 43 organizations of employeers with 900 members, and 125 organizations of employees with 34,084 members. Registration under Commonwealth legislation began in 1906. In that and the four following years, there was but one union of employers; another was registered in 1911. The unions of employees registered were 20 in 1906, with 41,413 members. On the 31st December, 1920, there were on the register 6 organizations of employers with 6,6170 members, and 122 organizations of employees with 549,285 members. In August, 1923, there were on the register 10 organizations of employers with 5,663 persons, firms or corporations affiliated, and 147 organizations of employees with 578,095 members.

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, viz. :-(i) the local independent, (ii) the State, (iii) the interstate, and (iv) the Australasian or International, but a number of variations occur from each of these classes. The leading characteristics of each of these types were briefly outlined in Labour Report No. 2 (pp. 7 to 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 1923 :--

State o	r Ter	ritory.	 Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales			 204	763	267,299
Victoria			 160	388	206,049
Queensland			 119	285	109,153
South Australia			 110	78	60,786
Western Australia			 115	170	42,319
Tasmania			 87	59	14,065
Northern Territor	у		 2	••	72
Total			 797	1,743	699,743
Australia(a)			 383(a)	2,157(b)	699,743

TRADE UNIONS, BRANCHES, AND MEMBERS, 1923.

(a) Allowing for interstate duplication. (b) Number of distinct organizations and interstate groups of organizations in Australia-not the total number of organizations, which are practically independent and self-governing. (See 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, exclusive of branches within a State. That is to say, each union represented in a State is counted once only, regardless of the number of branches in that State. 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 State branches of interstate or federated unions, as been made for this duplication. well as sub-branches within a State, are included under the heading "Branches" in the third column-last line. It should be observed, however, that the scheme of organization of these interstate or federated unions varies greatly in character, and the number of separate Commonwealth unions does not 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. There are therefore 383 distinct organizations and interstate groups of organizations in Australia, having 2,157 State branches and sub-branches, and a total of 699,743 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 last five years. The number of unions specified refers to the number of different unions represented in each State; that is to say, interstate or federated unions are counted once in each State in which they are represented, but sub-branches within a State are not counted.

Industrial Groups.	1919.	1920.	1921.	1922.	1923.							
N	NUMBER OF UNIONS.											
I. Wood, Furniture, etc II. Engineering, Metal Works, etc. III. Food, Drink, Tobacco, etc	$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	1976712626845618432269923254	19 75 66 25 18 85 57 19 49 20 70 9 24 260	$ \begin{array}{r} 19 \\ 69 \\ 68 \\ 25 \\ 17 \\ 84 \\ 54 \\ 19 \\ 52 \\ 20 \\ 74 \\ 10 \\ 28 \\ 276 \\ \end{array} $	18706424147952165114948267							
Total	771	796	796	813	797							

TRADE UNIONS.—INDUSTRIAL GROUPS, AUSTRALIA, 1919 TO 1923.

TRADE UNIONS.—INDUSTRIAL GROUPS, AUSTRALIA, 1919 TO 1923 continued.

	Industrial Groups.		1919.	1920.	1921.	1922.	1923.					
	NUMBER OF MEMBERS.											
 T	Wood Furniture etc		21,156	23.691	25.541	23 582	24 485					
тŤ	Engineering Metal Works et		49,043	53.870	57.012	53,637	59 032					
ΠĨ.	Food, Drink, Tobacco, etc.		46,569	49.447	51.698	54,497	58,663					
IV.	Clothing Hats, Boots, etc.		38,620	40.325	42.069	44.540	45.842					
v.	Books, Printing, etc.		13,259	15,136	15.059	15,341	16.249					
vt.	Other Manufacturing		34,901	39,710	38.873	37,942	38,554					
VII.	Building		37,301	40.348	42,244	42.177	46.231					
VIII.	Mining, Quarrying, etc.		40,278	41.777	39,967	38,082	37.063					
IX.	Railway and Tramway Servic	65	\$3,183	89,069	88,731	92.152	89,405					
X.	Other Land Transport		15,903	17.862	16.944	20,376	16.386					
XI.	Shipping, etc.		48,598	41.668	40.840	41.510	38.006					
XII.	Pastoral, Agricultural, etc.		46,794	42,923	47.893	43,538	36.584					
XIII.	Domestic, Hotels, etc.		14.702	19.353	20.442	21,130	20.713					
XIŶ.	Miscellaneous		137,378	169,271	175,696	174,434	172,550					
	Total		627,685	684,450	703,009	702,938	699,743					

Particulars are given in Labour Report No. 14 of the number of male and female members of unions and the percentage of such members on the total number of adult wage carners. Other tables in the same Report show the classification of unions according to the number of members and the number of central labour organizations.

(iv) Interstate or Federated Unions. The following table gives particulars as to the number and membership of interstate or federated unions in 1923 :--

		Unions Operating in						
Particulars.		2 States.	3 States.	4 States.	5 States.	6 States. (a)	Total.	
Number of Unions Number of Members		20 23,698	13 38,664	16 80,970	19 134,057	39 285,085	107 562,474	

INTERSTATE OR FEDERATED UNIONS.—AUSTRALIA, 1923.

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

It appears, therefore, that 107 out of the 383 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 107 unions amounts to 562,474, or no less than 80.4 per cent. of the total membership (699,743) of all unions.

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 on the central council of the local councils in the smaller industrial centres of the State, the councils in each State are, as a matter of fact, independent bodies.

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith, in each State at the end of the year 1923 :---

CENTRAL LABOUR	ORGANI	ZATION	S.—NU <i>M</i>	IBER, A	ND UNION	VS AFF	FILIATED,	1923.
Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	N. Ter. T	otal.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	N. Ter.	Total.
Number of Councils Number of Unions	3	6	4	3	9	2	1	28
and Branch Unions affiliated	84	182	73	73	174	35	3	624

The figures given in the preceding table as to 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, the interests of the members of which are closely connected by reason of the occupations of their members. 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.

4. Laws relating to Conditions of Labour.—In Official Year Book No. 16, pp. 538 to 566, a conspectus was given of Labour Laws in force in Australia at the end of the year 1922, and of Acts and Regulations relating to Factories and Shops.

Information was contained in the same issue with regard to employment under Mining Acts, followed by a brief reference to Employers' Liability and Workmen's Compensation Acts and miscellaneous legislation relating to conditions of labour enacted by the States. A conspectus of the Tribunals for the Regulation of Wages and Conditions of Labour was also included. Owing to considerations of space these references have been omitted from the present issue.

§ 2. Employers' Associations.

1. General.—Recent investigations show that the spirit of association is no less manifest in the case of employers than in the case of workers. Associations for trade purposes merely are not included in the present chapter, which deals with those associations only whose members are united for their own protection, and for representation in cases before Arbitration Courts, Wages Boards and other wage-fixing tribunals. Associations of employees and employees are recognized under the Commonwealth Conciliation and Arbitration Act as well as under several State Acts, and organizations of these bodies may be registered.

2. Employers' Associations in each State.—The following table gives particulars of the number of employers' associations in each State at the end of the years 1922 and 1923 :—

State.		Numl Associ	ber of ations.	Numl Bran	ches.	Membership.		
		:	1922.	1923.	1922.	1923.	1922.	1923.
New South Wales			115	137	135	102	18,187	27,027
Victoria			167	132	71	49	18,963	19,813
Queensland			60	85	39	54	7,648	12,918
South Australia		••	46	48			2,888	5,101
Western Australia	••		62	54	12	12	1,713	2,477
Tasmania	·	• •	17	24	5	8	2,307	2,751
Total	••	••	467	480	262	225	51,706	70,087

EMPLOYERS' ASSOCIATIONS-STATES, 1922 AND 1923.

The increase in 1923 in the number and membership of associations is partly explained by the inclusion of certain associations which were not included in 1922 although they were in existence in that year. The year 1922 was the first for which information was collected, and it was found impossible to secure complete returns.

3. Employers' Associations in Industrial Groups.—The figures in the table hereunder refer to Australia at the end of the years 1922 and 1923.

EMPLOYERS'	ASSOCIATIONS—INDUSTRIAL	GROUPS-AUSTRALIA,	1922	AND
	1923.			

Class.		Number of Associations.		Num Bran	ber of ches.	Membership.		
		1922.	1923.	1922.	1923.	1922.	1923.	
I. Wood, Furniture, etc. II. Engineering, etc. III. Food, Drink, etc. IV. Clothing, Hats, etc. V. Books, Printing, etc. VI. Other Manufacturing VII. Building VIII. Mining, Quarrying, et X. Other Land Transpor XI. Shipping, etc XII. Pastoral, Agricultural XIII. Domestic, Hotels, etc. XIV. Miscellaneous	 c t , etc.	$28 \\ 28 \\ 95 \\ 30 \\ 28 \\ 55 \\ 24 \\ 26 \\ 11 \\ 13 \\ 31 \\ 19 \\ 79$	$\begin{array}{c} 22\\ 17\\ 102\\ 21\\ 36\\ 43\\ 30\\ 13\\ 14\\ 17\\ 25\\ 22\\ 118 \end{array}$	$\begin{array}{c} & \ddots & \\ & 55 \\ & 11 \\ & \ddots & \\ & 1 \\ & 14 \\ & 22 \\ & 22 \\ & 22 \\ & 153 \\ & \ddots \\ & 2 \end{array}$	$2 \\ 18 \\ 29 \\ 6 \\ 4 \\ \\ 9 \\ 1 \\ \\ 2 \\ 151 \\ \\ 3$	$1,081 \\ 2,245 \\ 13,885 \\ 2,596 \\ 2,536 \\ 2,039 \\ 1,784 \\ 322 \\ 1,717 \\ 165 \\ 15,364 \\ 1,843 \\ 6,129 \\ 129$	$1,183 \\ 2,889 \\ 13,583 \\ 5,278 \\ 3,953 \\ 2,004 \\ 2,173 \\ 372 \\ 2,356 \\ 300 \\ 18,058 \\ 3,994 \\ 13,944$	
Total		467	480	262	225	51,706	70,087	

The female membership of these associations was 1,546 for 1922, and 936 for 1923.

The organization of employers is relatively strongest in the pastoral and agricultural industries and in the manufacture and distribution of articles of food and drink. In the former case there has been considerable growth in organization among small farmers, and in the latter the number of small shops purveying foodstuffs of which the proprietors are members of grocers', butchers', and other similar associations accounts for the large membership.

4. Federations of Employers' Associations.—In addition to the associations in various industries, there are Central Associations in each State, to which many of these separate organizations are affiliated. Examples of this kind of association are provided in the Chamber of Manufactures, Chamber of Commerce, and Employers' Federation in each State. Further, these State Associations are, in some cases, organized on a Federal basis, e.g., there is an Associated Chamber of Manufactures, an Associated Chamber of Commerce, or a Central Employers' Association, to which State branches are affiliated.

The affiliation of these associations is, however, of a very loose nature when compared with that of the Federated Trade Unions. Whereas in the latter case the central body has complete control of its State branches, in the case of the Employers' Associations each State body enjoys complete independence, the central body acting in a more or less advisory capacity only.

The following table gives particulars, so far as can be ascertained, of inter-state or federated associations having branches in two or more States in 1923 :---

INTERSTATE OR FEDERA	TED EMPLOYER	RS' ASSOCIATIONS	. 1923.
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Destination			Associations Operating in-						
	2 States.	3 States.	4 States.	5 States.	6 States.	rotal.			
	4 679	4 2,028	$4\\465$	5 16,521	12 26,832	29 46,525			
	•••	2 States. 4 679	Associat 2 States. 3 States. 4 679 2,028	Associations Operations Operation	Associations Operating in— 2 States. 3 States. 4 States. 5 States. 4 4 5 679 2,028 465 16,521	Associations Operating in— 2 States. 3 States. 4 States. 5 States. 6 States. 4 4 5 12 679 2,028 465 16,521 26,832			

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

1. General.—Particulars regarding operations of Wages Boards, and Industrial and Arbitration Courts, under the Commonwealth and State Acts for the regulation of wages, hours, and conditions of labour were first compiled to the 31st December, 1913. These particulars have from time to time been revised, and reviews to the end of approximately quarterly periods have been published in Labour Bulletins and Quarterly Summaries to the 31st December, 1923.

2. Awards, Determinations, Industrial Agreements.—The following table gives a summary for each quarter of the years 1922 and 1923 :—

	1st Quarter.		2nd Q	2nd Quarter.		3rd Quarter.		4th Quarter.		Full Year.	
State and Commonwealth.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreenocuts Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	
				1922.				_			
New South Wales Victoria Queensland South Australia Western Australia Tasmania Cwlth. Court Cwlth. Court Cwlth. Pub. Ser. Arbitrator	9 6 37 17 7 1	10 1 3 10	$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$		26 10 13 8 2 1 1	8 2 2 2 2 2	23 7 2 6 6 3 29 	14 2 1 3 19 	69 36 71 40 16 15 42 6	$ \begin{array}{ c c c } 36\\\\15\\5\\10\\3\\34\\\end{array} $	
Total	84	25	74	18	61	21	76	39	295	103	

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AWARDS, DETERMINATIONS, AND INDUSTRIAL AGREEMENTS, 1922 AND 1923.

OPERATIONS UNDER WAGES BOARD AND INDUSTRIAL ARBITRATION ACTS. 539

	1st Qu	arter.	2nd Qu	larter.	3rd Q	uarter.	4th Q	uarter.	Full Y	ear.
State and Commonwealth.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Decermina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Flied.	Awards or Determina- tions made.	Agreements Filed.
·				1923.		•				
New South Wales Victoria Queensland South Australia Western Australia Tasmania Cwlth. Court Cwlth. Pub. Ser. Arbitrator	$ \begin{array}{c} 8\\ 12\\ 4\\ 5\\ 1\\ 5\\ 4\\ 1\\ 1 \end{array} $	16 ·· ·· 6 ·· 7 ··	$ \begin{array}{c} 18 \\ 24 \\ 6 \\ 7 \\ 1 \\ 6 \\ 18 \\ \dots \end{array} $	9 5 2 3 14 	15 19 7 10 10 22 1	$ \begin{array}{c} 13 \\ \\ 4 \\ 1 \\ 2 \\ 1 \\ 5 \\ \\ \end{array} $	$ \begin{array}{ c c c c } 19 \\ 27 \\ 14 \\ 16 \\ 1 \\ 3 \\ 20 \\ 2 \\ 2 \end{array} $	15 6 2 6 8 	$ \begin{array}{c c} 60 \\ 82 \\ 31 \\ 38 \\ 13 \\ 14 \\ 64 \\ 4 \end{array} $	53 15 5 17 1 34
Total	40	29	80	33	84	26	102	37	306	125

AWARDS, DETERMINATIONS, AND INDUSTRIAL AGREEMENTS, 1922 AND 1923—continued.

3. Boards Authorized. Awards, etc., in Force.—(i) Totals for Australia. The following table gives particulars at the dates specified for all States—excepting Western Australia, in which State there is no provision for Boards—of Boards authorized, etc. and, including operations under the Commonwealth and the Western Australian Arbitration Acts, of the number of awards, determinations, and industrial agreements in force :—

BOARDS AUTHORIZED, ETC., AWARDS, ETC.—AUSTRALIA, 1913, 1922, AND 1923.

Dates.			Boards Autho- rized.	Boards Con- stituted.	Boards which had made Awards or Deter- minations.	Awards or Deter- minations in Force.(a)	Industrial Agree- ments in Force.
· · · · · · · · · · · · · · · · · · ·							
31st December, 1913 30th June, 1922	••	••	$505 \\ 572$	501 561	· 387(b) 499	575(c) 1.050	401 859
31st December, 1922			569 572	561 564	508 517	1,042	780
31st December, 1923		•••	574	566	523	1,042	731 740

(a) Including awards made by Arbitration Courts and the Commonwealth Public Service Arbitrator.
(b) Owing to the fact that a number of awards under the New South Wales Industrial Disputes Act (1908) were still in force, the Boards constituted for such Industriss under the Industrial Arbitration Act (1912) had not made any awards.
(c) Excluding awards or determinations which expired in New South Wales (under the Act of 1908) on 31st December, 1913.

Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions took place during the ten years ending 31st December, 1923. At the end of 1923, 513 additional awards or determinations were in force in Australia. The number of industrial agreements^{*} made and in force under the various Acts increased during the ten years under review by 339.

[•] The registration of industrial agreements is not provided for under the Act in force in Victoria, but such agreements may be registered and filed under the provisions of the Commonwealth Conciliation and Arbitration Act.

(ii) Summary for States. The following table gives particulars for each State and the Commonwealth of the number of Boards authorized, etc., at the 31st December of the years 1913, 1922, and 1923 :--

	1 1	Commo	nwealth.		ļ					
Particulars.	At 31st Dec.	Court.	Pub. Ser. Arb.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
Boards Authorized, etc. (a)-										
Boards authorized	$\begin{cases} 1913 \\ 1922 \\ 1022 \end{cases}$	··· ··	 	(b) 216 272 274	135 174 177	75	56 76 76	· · ·	23 47	505 569
Boards constituted	{ 1913 { 1922	••		(b) 223 272	132 172	74	51 76		21 41	501 561
Boards which have made Awards or Determina-		· · ·		274 123 256 258	175 123 161 166 16 16 16 16 16 16 16 16 16 16 1		76 47 66 66	· · · · ·	41 19 25 39	566 386 508
Awards and Determinations- Awards and Determina- tions in force	$\int 1913 \\ 1922$	17		(c) 265 331	127	73 208	54 81	 18 77	21 48	575 1 042
State Awards and Determina-	L 1923	141	29	318	171	216	78	87	48	1,088
Applying to Whole State	$\begin{cases} 1913 \\ 1922 \\ 1002 \end{cases}$	··· ··		32 46	8 42	3 63			15 41	58 205
Applying to Metropolitan area		··· ···		58 85 85	40 1	28 47 48	53 53 47	13 50	1	192 153 236
Applying to Metropolitan and Country areas	${ 1913 \\ 1922 \\ 1923 }$			49 134 137	$105 \\ 113 \\ 116$	1 41 43		1 7	 5 5 7	161 295 312
Applying to Country areas	$\begin{cases} 1913 \\ 1922 \\ 1923 \end{cases}$	· · · · ·	•••	126 66 65	14 10 11	41 57 60	1 17 20	4 23 26		186 175
Commonwealth Court Awards Awards in force in each State	$\begin{cases} 1913 \\ 1922 \\ 1020 \end{cases}$	·	· · ·	13 55	17 71	15 25	16 57	9 34	13 41	
C'wealth Public Service	(1923			61	109	92	79	40	02	
Determinations in force in each State	$\begin{cases} 1922 \\ 1923 \end{cases}$			26 28	23 25	23 25	24 26	24 26	22 24	
Industrial Agreements—	ſ1913	228		75		5	11	82		401
In force	{ 1922 1923	516 454	••	105 116		47 50	42 43	66 72	45	780
C'wealth Agreements in force in each State	${ \begin{cases} 1913 \\ 1922 \\ 1923 \end{cases} }$	•••		132 89 64	129 308 284	68 32 24	62 64 48	57 49 38	61 30 18	
Number of Persons work- ing under State Awards and Determinations (estimated)	1923		•••	275,000	184,500	100,000	32,000	35,000	15,000	641,500

BOARDS AUTHORIZED, AWARDS, ETC.-SUMMARY, 1913, 1922, AND 1923.

(a) The figures for New South Wales are exclusive of Demarcation Boards.

(b) Including boards which were subsequently dissolved, owing to alteration in the sectional arrangement of industries and callings.

(e) Omitting a number of awards which expired on the 31st December, 1913.

§ 4. Fluctuations in Employment.

1. 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 is approximately 400,000. Unemployment returns are not collected from

unions the members of which are in permanent employment, such as railway and trainway 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. In view of these facts, and of the large membership the unions of from which quarterly returns are received, percentage unemployment results based on the information supplied may be taken to show the general trend of unemployment. Seasonal fluctuations in unemployment have been provided for by collecting returns quarterly since the 1st January, 1913, the yearly figures quoted representing the average of the four quarters.

2. Unemployment.—(i) States. In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally.

	., .			Unions]	Reporting.	Unemployed.			
2	state.			Number.	Members.	Number.	Percentage.		
New South Wales				123	158,400	14,551	9.2		
Victoria	• •			94	124.758	6,792	5.4		
Queensland	• •	••		. 51	34,652	2,452	7.1		
South Australia	• •			58	29,093	1,319	4.5		
Western Australia	,			68	22,095	1,271	5.8		
Tasmania	••	••		42	7,559	287	3.8		
Australia	••	••		436	376,557	26,672	7.1		

UNEMPLOYMENT.-STATES, 1923.

(ii) Summary for Australia. The following table gives a summary for Australia for the last five years:-

							Unemployed.				
		Particular	s.		Unions.	Membership.	Number.	Percentage.			
1919					464	310.145	20.507	6.6			
1920					447	341.967	22,105	6.5			
1921		••	••		449	361,744	40,549	11.2			
1922	• •				445	380.945	35.219	9.2			
1923		••		.	436	376.557	26,672	7.1			
1923,	lst Qua	rter		!	452	377,209	27,112	7.2			
	2nd "			· · ·	431	378,161	26,931	7.1			
	3rd "				453	380,256	28,122	7.4			
	4th ,,				407	370,602	24,521	6.6			

UNEMPLOYMENT.-AUSTRALIA, 1919 TO 1923.

NOTE.—Similar figures for each of the four quarters of the yearssince 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; they do not include persons out of work through strikes or lockouts.

The highest percentage of unemployed yet recorded (12.5) was reached in the second quarter of 1921.

(iii) Industrial Groups. The following table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, etc., and domestic, hotels, etc., are insufficiently represented in the returns owing to the impossibility of securing the necessary information from the trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

	Number	Reporting.	Unemployed.				
Industrial Group.	Unions.	Members.	Number.	Percentage.			
I. Wood, Furniture, etc.	18	22,621	658	2.9			
II. Engineering, Metal Works, etc.	62	54,954	5.095	9.3			
III. Food, Drink, Tobacco, etc.	55	45.014	4,352	9.7			
IV. Clothing, Hats, Boots, etc.	22	38,099	1.889	5.0			
V. Books, Printing, etc.	19	14.893	210	1.1			
VI. Other Manufacturing	76	33,496	3.231	9.9			
VII. Building	48	40.594	1.207	3.0			
VIII. Mining, Quarrying, etc.	21	26,493	2.142	8.1			
X. Land Transport other than Rail-			· ·				
way and Tramway services	13	10.653	681	6.4			
IX., XI., XII., XIII., and XIV.,							
Other and Miscellaneous	102	89,740	7,207	8.0			
All Groups	436	376,557	26,672	7.1			

UNEMPLOYMENT IN INDUSTRIAL GROUPS .-- AUSTRALIA, 1923.

§ 5. Rates of Wage and Hours of Labour.

1. General.—The collection of information respecting the current rates of wage payable in different callings and in occupations in various industries was first undertaken by the Commonwealth Bureau of Census and Statistics in the early part of the year 1913. The particulars acquired were obtained primarily from awards, determinations and agreements, under Commonwealth and State Acts, and therefore show the minimum rates prescribed. They refer generally to the capital city in each State, but in industries which obviously are not carried on in the capital cities, e.g., mining, agriculture, etc., the rates in the more important centres have been taken. In cases where no award, determination, or agreement is in force, particulars are given, where possible, of the ruling union or predominant rate as furnished by employers or secretaries of trade unions. The total number of occupations for which particulars of wages are available back to 1901 is 652. Since 1913, when the scope of the inquiry was extended to 930 specified industries and 4,256 adult occupations (3,948 male and 308 female), the number of occupations included in the comparative computations has been kept constant.

The index-numbers for male adult workers were computed with the weighted average wage in 1911 as base (=1,000) in order that comparisons might more readily be made between these index-numbers and the retail prices index-numbers which are also computed to the year 1911 as base. In the case of females, however, it has not been possible to secure information for 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 will be found in Labour Report No. 14, Appendixes IV. and V. Space will not permit of the inclusion of the detailed tables in this volume.

2. Weekly Rates of Wage, 1919 to 1923.—(i) General. The arithmetical average of the rates of wage given in the Appendixes referred to furnishes the basis for the computation of relative weighted wages in the different States and industrial groups.

(ii) Adult Males—Each State. Particulars are given in the following table of the weighted average nominal weekly rates of wage payable to adult male workers at the 31st December in the years 1919 to 1923 for a full week's work in each State and Australia, together with index-numbers computed with the average for Australia for the year 1911 as base (=1,000).

WAGES.—ADULT MALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS, 31st DECEMBER, 1919 TO 1923.

Note.—Index-numbers based on the average wage for Australia in 1911 (51s. 3d.) as base (=1,000). The index-numbers in this table are comparable throughout.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia. (a)
No. of Occupations Included	874	909	627	567	489	482	3,948

	-						2	١.	3						,
		8. a	• 1	8.	<i>a</i> .	8.	a.	3.	a.	8.	<i>a</i> .	8.	<i>a</i> .	8.	<i>a</i> .
31st December, 1919		76 9)	72	0	78	7	70	5	77	8	69	0	74	11
31st December, 1920		94 ()	86	1	91	6	82	8	89	9	85	9	89	10
31st December, 1921		95 10)	93	7	96	8	89	5	95	0	91	8	94	6
31st December, 1922		91 (3	91	4	93	10	87	6	93	9	88	5	91	6
31st March, 1923		91 8	5	91	2	93	9	87	5	93	5	88	5	91	4
30th June, 1923		91 1) '	91	1	93	9	87	5	93	3	88	3	91	6
30th September, 1923		92 9)	93	6	94	0	89	2	94	9	90	11	92	11
31st December, 1923		94 (3	95	7	94	2	90	9	94	2	92	4	94	4

RATES OF WAGE.

INDEX-NUMBERS.

	1							
31st December, 1919		1,498	1,404	1,534	1,373	1,516	1,346	1,462
31st December, 1920		1,835	1,679	1,785	1,613	1,751	1,674	1,752
31st December, 1921		1,869	1,826	1,886	1,745	1,853	1,788	1,844
31st December, 1922		1,785	1,783	1,830	1,708	1,829	1,726	1,785
31st March, 1923		1,784	1.780	1,830	1,705	1,823	1,724	1,783
30th June, 1923		1.791	1,778	1,829	1,705	1,820	1,723	1,785
30th September, 1923		1,810	1.825	1,835	1,740	1,849	1,774	1,813
31st December, 1923		1,844	1,865	1,837	1,770	1,838	1,802	1,840
31st December, 1923	••	1,844	1,865	1,837	1,770	1,838	1,802	1,840

(a) Weighted average.

The results show that at the 31st December, 1923, the weighted average nominal weekly rate of wage was highest in Victoria, followed in the order named by New South Wales, Western Australia, Queensland, Tasmania, and South Australia. In all States wages increased rapidly from December, 1919, to the end of 1921. During 1922, however, the average wage in each State declined on account of adjustments made in accordance with the decrease in the cost of living. In 1923 the average wage increased in each State.

The largest percentage increase during the period under review was in Tasmania with 33.9 per cent., followed by Victoria 32.8 per cent., South Australia 28.9 per cent., New South Wales 23.1 per cent., Western Australia 21.2 per cent., and Queensland 19.8 per cent. The increase in the weighted average for Australia was 25.9 per cent.

(iii) Adult Males—Industrial Groups. The following table shows (a) the average weekly rate of wage in each of the fourteen industrial groups, (b) the weighted average wage for all groups combined, and (c) index-numbers based on the average wage for all groups in 1911 (51s. 3d.), as base (=1,000) :—

WAGES.—ADULT MALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH INDUSTRIAL GROUP, 31st DECEMBER, 1919 TO 1923.

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

	w	Weighted Average Nominal Weekly Rate of Wage, and Index-Number at											
Industrial Group.	31st Dec., 1919.	31st Dec., 1920.	31st Dec., 1921.	31st Dec., 1922.	31st March, 1923.	30th June, 1923.	30th Sept., 1923.	31st Dec., 1923.					
I. Wood, Furniture, { I. etc. II. Engineering, etc. { III. Food, Drink, etc. { III.	age s. d 'age 75.9 dex-No. 1,479 age 77.6 dex-No. 1.512 age 75.6 dex-No. 1.473	s. d. 95.1 1,855 92.5 1,803 89.3 1,742	s, d, 98.2 1,916 98.2 1,915 93.10 1,832	s, d, 95,4 1,860 93,10 1,832 91,10 1,792	s. d. 95.6 1,863 93.8 1,828 91.9 1,790	s, d, 95.7 1,864 94.4 1,841 91.10 1.792	8. <i>d</i> . 95.9 1,869 95.1 1,856 93.0 1,814	s. d. 99.2 1,935 97.4 1,900 94.2 1 837					
IV. Clothing, Boots, { etc. V. Books, Printing, { with annu- view for manu- for manu- to the m	age 73.5 dex-No. 1,433 age 80.9 dex-No. 1,576 age 75.4 dex-No. 1,470	86.5 1,687 99.6 1,941 88.11 1,736	$\begin{array}{r} 93.3\\ 1,819\\ 104.7\\ 2,040\\ 95.0\\ 1,854\end{array}$	91.1 1,777 102.9 2,004 91.11 1,793	91.1 1,777 102.9 2,004 91.11 1,794	91.2 1,778 102.10 2,006 92.0 1,794	91.2 1,779 103.0 2,011 93.4 1,821	93.11 1,833 104.5 2,037 96.2 1,876					
VII. Building {W In VIII. Mining, etc {W IN	age 79.8 dex-No. 1,554 age 88.4 dex-No. 1,724 age 78.6	95.7 1,865 103.10 2,026 93.1	102.5 1,999 105.4 2,056 97.5	$100.5 \\ 1,960 \\ 103.8 \\ 2,022 \\ 93.4$	100.7 1,962 103.6 2,019 93.0	$\begin{array}{c} 100,10\\ 1,968\\ 103,7\\ 2,022\\ 94,0 \end{array}$	$\begin{array}{c} 102.4 \\ 1,996 \\ 104.6 \\ 2,039 \\ 95.8 \end{array}$	103.82,023104.52,03797.8					
X. Other Land {W Transport {In XI. Shipping, {In etc. (a) {In	dex-No. 1,532 age 73.4 dex-No. 1,431 age 77.9 dex-No. 1,518	1,816 87.3 1,702 88.0 1,716	1,901 90.2 1,760 101.8 1,984	1,821 88.5 1,725 99.9 1,947	1,81488.51,72598.101,928	1,834 87.3 1,702 98.10 1,928	$ 1,867 \\ 90.1 \\ 1,758 \\ 102.0 \\ 1,991 \\ 0 $	1,906 92.6 1,806 102.4 1,997					
XII. Agricultural, etc. (b) XIII. Domestic, etc. (b) XIV. Miscellaneous {	age 70.3 dex-No. 1,370 age 68.7 dex-No. 1,338 age 71.3 dex Vo. 1,280	87.1 1,699 80.6 1,571 84.11	89.0 1,736 84.2 1,642 91.1 1,778	83.11 1,637 82.4 1,606 88.8		83.11 1,637 82.7 1,611 88.5 1,724	85.10 1,675 82.9 1,614 90.1	85.8 1,671 84.6 1,648 92.3					
All Industrial Groups (c) { W In	age 74.11 dex-No. 1,462	89·10 1,752	94.6 1,844	91.6 1,785	91.4 1,783	91.6 1,785	92.11 1,813	94.4 1,840					

(a) Including the value of victualling and accommodation where supplied.

(b) Including the value of board and lodging where supplied.

(c) Weighted average.

The foregoing table shows that the rate of increase in the weighted average weekly wage in occupations and callings classified in the fourteen industrial groups during the period 31st December, 1919 to 1923, was greatest in Group XI. (Shipping), 31.6 per cent., followed in the order named by Groups I. (Wood, Furniture, etc.), 30.8 per cent., VII. (Building), 30.2 per cent., and XIV. (Miscellaneous), 29.6 per cent. The smallest increase occurred in Group VIII. (Mining), 18.2 per cent. In eight of the groups the increase was more, and in six groups less than the increase in the weighted average for all groups.

During 1923 increases in average wages occurred in all industrial groups, the greatest being 4.7 per cent. in Groups IX. (Railways, etc.), and X. (Other Land Transport), followed by 4.0 per cent. in Groups I. (Wood, Furniture, etc.), and XIV. (Miscellaneous). The percentage increase during the year was least in Group VIII. (Mining), 0.7 per cent.

(iv) Adult Females—Each State. The following table shows the weighted average weekly rate of wage payable to adult female workers for a full week's work in each State and Australia at the dates specified. Index-numbers are given also for each State based on the average weekly wage at the end of each of the periods indicated, computed with the weighted average wage for all States at the 30th April, 1914, as base (=1,000).

WAGES.—ADULT FEMALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS, 31st DECEMBER, 1919 TO 1923.

Nore.—Index-numbers based on the average wage for Australia at the 30th April, 1914 (27s. 2d.) as base (=1,000). The index-numbers in this table are comparable throughout.

 \sim

Particulars.		N. S.W .	Vic.	Q'land.	8.A.	W.A.	Tas.	Aus- tralia.(6)
No. of Occupations Included		85	87	37	47	24	28	308

RATES OF WAGE.

				1				1		1		1		· · ·	
		8.	d.	8.	d.	s.	d.	8.	d.	<i>s</i> .	đ.	8.	d.	8.	d.
31st December, 1919		40	0	34	5	38	4	33	3	43	7	33	0	37	1
31st December, 1920		46	0	43	1	44	11	40	7	52	11	41	10	44	6
31st December, 1921	• •	49	0	47	10	50	3	45	2	56	4	47	6	48	8
31st December, 1922		47	8	48	0	48	2	44	0	56	4	47	7	47	11
31st March, 1923		47	3	48	0	48	2	44	0	56	4	47	7	47	9
30th June, 1923		47	6	48	0	48	2	44	0	56	4	47	7	47	10
30th September, 1923		47	6	48	2	48	2	44	0	56	4	47	7	47	11
31st December, 1923	••	49	3	49	5	50	5	46	4	56	4	48	6	49	6

INDEX-NUMBERS.

alst December 1010	i	1 474	1 968	1 4 1 9	1 995	1 605	1 915	1 265
21st December, 1919		1,474	1,200	1,412	1,225	1,000	1,540	1 627
91st December, 1920	• •	1,050	1,000	1,002	1,450	1,047	1,040	1,007
alst December, 19 1	• •	1,803	1,701	1,049	1,001	2,074	1,749	1,780
alst December, 1922	••	1,754	1,707	1,771	1,020	2,075	1,751	1,703
Sist March, 1923	• •	1,740	1,767	1,771	1,620	2,075	1,751	1,758
30th June, 1923	••	1,747	1,767	1,771	1,620	2,075	1,751	1,760
30th September, 1923	••	1,749	1,774	1,771	1,620	2,075	1,751	1,764
31st December, 1923	• •	1,812	1,819	1,855	1,704	2,075	1,785	1,821
					1		I	

(a) Weighted Average.

As in the case of male occupations, female wages increased rapidly up to December, 1921, but in 1922 reductions were recorded. The decrease over the whole of Australia was relatively much less than in the case of males. There was an increase in each State during 1923, with the exception of Western Australia, where the wage remained stationary. The Australian average rose from 47s. 11d. to 49s. 6d., an increase of 1s. 7d. per week. The largest increase, 2s. 4d. per week, occurred in South Australia, followed by Queensland with 2s. 3d. per week. The advance in the Australian average during the period was 33.4 per cent. (v) Adult Females—Industrial Groups. The following table gives particulars of the weighted average weekly rate of wage payable to adult female workers in the industrial groups in which they are mainly employed, and in all groups combined. Taking the average wage for all groups at the 30th April, 1914, as base (=1,000), index-numbers are given computed on the average rate of wage ruling at the end of each period indicated.

WAGES.—ADULT FEMALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH INDUSTRIAL GROUP, 31st DECEMBER, 1919, TO 1923.

NOTE.—Index-numbers for each Industrial Group and all Industrial Groups, based on the average wage for all groups at 30th April, 1914 (27s. 2d.), as base (=1,000). The index-numbers in this table are comparable throughout.

:	Industrial Group.													
Date.	III Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V. and VI., All Other Manufac- turnig.	XIII. Domestic, Hotels, etc. (a).	XIV. Miscel- laneous.	All Groups (b).								
RATES OF WAGE.														
31st December, 1919 31st December, 1920 31st December, 1921 31st December, 1922 31st March, 1923 30th June, 1923 30th September, 1923 31st December, 1923	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$\begin{array}{c} s. \ d. \\ 37 \ 4 \\ 43 \ 5 \\ 48 \ 7 \\ 47 \ 10 \\ 47 \ 8 \\ 47 \ 8 \\ 47 \ 8 \\ 50 \ 1 \end{array}$	$\begin{array}{c} s. \ d. \\ 36 \ 9 \\ 44 \ 0 \\ 48 \ 0 \\ 47 \ 4 \\ 47 \ 2 \\ 47 \ 3 \\ 47 \ 9 \\ 48 \ 10 \end{array}$	$\begin{array}{c} s. \ d. \\ 38 \ 2 \\ 46 \ 3 \\ 48 \ 6 \\ 48 \ 3 \\ 48 \ 3 \\ 48 \ 3 \\ 48 \ 5 \\ 48 \ 8 \\ 49 \ 5 \end{array}$	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	$\begin{array}{cccccccccccccccccccccccccccccccccccc$								
		INDEX-NU	MBERS.	<u></u>		· ·								
31st December, 1919 31st December, 1920 31st December, 1921 31st December, 1922 31st March, 1923 30th June, 1923 30th September, 1923 31st December, 1923	1,277 1,538 1,609 1,593 1,587 1,588 1,608 1,622	$1,373 \\ 1,597 \\ 1,789 \\ 1,762 \\ 1,754 \\ 1,755 \\ 1,754 \\ 1,754 \\ 1,842$	$1,353 \\ 1,619 \\ 1,766 \\ 1,741 \\ 1,737 \\ 1,739 \\ 1,757 \\ 1,799 \\ 1,799$	1,403 1,701 1,787 1,777 1,777 1,783 1,791 1,819	1,332 1,700 1,841 1,794 1,792 1,795 1,795 1,795 4,821	1,365 1,637 1,790 1,763 1,758 1,760 1,764 1,821								

(a) Including the value of board and lodging, where supplied. (b) Weighted Average.

The greatest increase in the weekly rate of wage occurred in Group XIV. (Miscellaneous), 36.7 per cent., followed in the order named by Groups IV. (Clothing, Boots, etc.), 34.2 per cent.; I., II., V., and VI. (All Other Manufacturing), 33.0 per cent., XIII. (Domestic), 29.7 per cent., and III. (Food, Drink, etc.), 27.0 per cent. The weighted average weekly rate for all groups was 33.4 per cent. higher at the end of 1923 than at the 31st December, 1919.

The average wage for females in each industrial group increased during the year 1923, the largest increase being 4.5 per cent. in Group IV., followed in the order named by Groups I., II., V., and VI., 3.3 per cent., XIII., 2.4 per cent., III., 1.8 per cent., and XIV., 1.5 per cent. The weighted average for all groups increased by 3.3 per cent.

3. Relative Hours of Labour and Hourly Rates of Wage, 1919 to 1923.—(i) General. The rates of wage referred to in preceding paragraphs relate to the minimum 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. In order to secure what may be for some purposes a more adequate standard of comparison, it is desirable to reduce the comparison to a common basis, viz., the rate of wage per hour. Particulars are given in the following table classified according to States, for male and female occupations separately, at the end of the years 1919 to 1923. 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 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 two 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 data for the computation of the average number of working hours are not available.

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

(ii) Adult Males and Females. Particulars for the last five years for adult males and females are given in the table hereunder :---

1717 10 1720.												
Date.	Particulars.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus.			
	•	MA	LE WO	RKERS.								
31st Dec., 1919	Weckly Wage (a) Working Hours (b) Hourly Wage (b)	••• ••	s. d. $76 ext{9}$ 47.77 $1/7\frac{1}{2}$ s. d.	s. d. 72 0 47.36 1/6 1 s. d.	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	s. d. 70 5 47.58 1/5 1 s. d.	s. d. 77 8 47.60 1/7≩ s. d.	s. d. $69 ext{ 0}$ $47.89 ext{ 1/5} \frac{1}{5}$ s. d.	s. d. 74 11 47.41 1/71 s. d.			
31st Dec. 1920	Weckly Wage (a) Working Hours (b) Hourly Wage (b)	 	$94 0 \\ 47.51 \\ 2/- d$		91 6 45.63 $2/0\frac{1}{2}$	82 8 47,29 1/8	89 9 46.53 1/11 1		89 10 47.07 1/11			
31st Dec., 1921	$\begin{cases} Weekly Wage (a) \\ Working Hours (b) \\ Hourly Wage (b) \end{cases}$	 	$ \begin{array}{c} $	$ \begin{array}{c} 8. & a. \\ 93 & 7 \\ 46.95 \\ 2/01 \\ 8. & d. \end{array} $	$ \begin{array}{cccccccccccccccccccccccccccccccccccc$	89 5 47.07 1/10≩	$\begin{array}{cccc} s. & d. \\ 95 & 0 \\ 46.24 \\ 2/1 \\ s. & d. \end{array}$	$\begin{array}{c} s. & a. \\ 91 & 8 \\ 46.84 \\ 1/11\frac{1}{2} \\ s. & d \end{array}$	8. 4. 94 6 46.22 2/01			
31st Dec., 1922	$\begin{cases} Weekly Wage (a) \\ Working Hours (b) \\ Hourly Wage (b) \end{cases}$	 	91 6 46.05 2/0 1	91 4 46.99 1/11 3	$ \begin{array}{c} 93 & 10 \\ 45 & .51 \\ 2/1 \\ 45 & .51 \end{array} $	87 6 47.00 1/10	93 9 46.41 2/01	88 5 46.93 1/10	91 6 46.38 2/-			
31st Dec., 1923	$\begin{cases} Weekly Wage (a) \\ Working Hours (b) \\ Hourly Wage (b) \end{cases}$	 	93 6 46.73 2/04	98 0 47.06	95 9 45.51 2/11	91 8 47.00	95 2 46.68 2/01	93 3 47.27	96 3 46.70 2/04			

WEEKLY AND HOURLY WAGES AND HOURS OF LABOUR.—ADULT WORKERS, 1919 TO 1923.

FEMALE WORKERS.

	1								
31st Dec., 1919	{ Weekly Wage Working Hours Hourly Wage	 	s. d. 40 0 47.53 -/10	s. d. 34 5 47.63 -/81	8. d. 38 4 46.76 -/93	s. d. 33 3 47.67 -/81	s. d. 43 7 48.12 -/11	s. d. 33 0 49.28 -/8	8. d. 37 1 47.54 -/91
31st Dec., 1920	Weekly WageWorking HoursHourly Wage		46 0 46.83 -/11	43 1 46.23 -/111	44 11 46.09 -/11	40 7 46.51 -/101	52 11 46.20 1/12	8. a . 41 10 47.86 $-/10\frac{1}{2}$	$ \begin{array}{c} 8. & a. \\ 44 & 6 \\ 46.47 \\ -/11 \\ \end{array} $
31st Dec., 1921	{ Weckly Wage Working Hours Hourly Wage	• • • • • •	49 0 45.06 1/1	47 10 46.04 1/01	50 3 45.66 1/11	45 2 46.10 -/113	8. 4. 56 4 45.97 1/24	8. d. 47 6 47.86 1/-	48 8 45.69 1/01
31st Dec., 1922	{ Weekly Wage Working Hours Hourly Wage	·• ••	47 8 45.33 1/01	$\begin{array}{c} 8. & a. \\ 48 & 0 \\ 46.14 \\ 1/01 \\ a \\ a \\ d \\ a \\ d \\ d \\ d \\ d \\ d \\ d$	8. 4. 48 2 45.60 1/01		8. d. 56 4 45.97 1/2	8. a. 47 7 47.86 1/-	47 11 45.82 1/01
31st Dec., 1923	Weekly Wage Working Hours Hourly Wage		49 3 45.81 1/1	49 5 45.13 1/0]	50 5 45.00 1/14	46 4 46.10 1/0	56 4 45.97 1/2 2	48 6 47.86 1/0 1	x. a. 49 6 45.98 1/1

(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. There has been a diminution in each of the States during the period 1919 to 1921 in the number of working hours constituting a full week's work for male and female occupations, but during 1922 and 1923 certain increases in hours were recorded, principally in New South Wales. The effect of these changes on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers given in the following table. In each instance (male and female occupations separately) the basis taken is the weighted average for Australia at the 30th April, 1914 (=1,000)

WEEKLY AND HOURLY WAGE INDEX-NUMBERS.—ADULT WORKERS, 1919 TO 1923.

NOTE.--Weighted average for Australia at 30th April, 1914, as base (=1,000).

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.

MALE WORKERS.

{ Weekly Wage Hourly Wage 1,393 1,306 1,426 $^{1,277}_{1,262}$ 1,409 $1,251 \\ 1,259$ 1,359 .. 31st Dec., 1919 1,405 1,322 1,512 1,408 1,378 . . $1,706 \\ 1,725$ { Weekly Wage Hourly Wage 1,561 1,659 1,500 1,628 1,556 1,629 . . 31st Dec., 1920 1,570 1,753 1,492 1,686 1,567 1,655 ... { Weekly Wage Hourly Wage $1,738 \\ 1,817$ $1,697 \\ 1,741$ 1,753 1,865 1,623 1,723 1,796 $1,663 \\ 1,675$ $1,715 \\ 1,779$ 31st Dec., 1921 1,637 • • { Weekly Wage Hourly Wage 1,660 1,657 1,702 1,588 $1,701 \\ 1,766$ 1,605 $1,660 \\ 1,726$ • • 31st Dec., 1922 1,621 • • 1,735 1,709 1,803 1,628 $1,714 \\ 1,775$ $1,709 \\ 1,754$ $1,675 \\ 1,696$ { Weekly Wage Hourly Wage 1,734 1,708 1,646 1,711 . . 31st Dec., 1923 1,790 1,808 1,676 1,771 . .

FEMALE WORKERS.

81st Dec., 1919	{ Weekly Wage Hourly Wage	1,47 1,52	4 1,268 3 1,307	1,412 1,483	1,225 1,262	1,605 1,639	1,215 1,211	1,365 1,410
31st Dec., 1920	{ Weekly Wage Hourly Wage	1,69 1,77	5 1,586 7 1,685	$1,652 \\ 1,761$	1,495 1,578	1,947 2,069	$1,540 \\ 1,580$	1,637 1,730
31st Dec., 1921	{ Weekly Wage Hourly Wage	1,80 1,96	3 1,761 5 1,878	1,849 1,989	1,661 1,770	2,074 2,215	1,749 1,794	1,790 1,923
31st Dec., 1922	{ Weekly Wage Hourly Wage	1,75 1,89	4 1,767 9 1,881	1,771 1,908	1,620 1,726	2,075 2,215	1,751 1,797	1,763 1,889
81st Dec., 1923	{ Weekly Wage Hourly Wage	1,81 1,94	2 1,819 3 1,937	1,855 1,997	$1,704 \\ 1,815$	2,075 2,215	1,785 1,831	1,821 1,944
	l,			<u> </u>	1			I

4. Weighted Average Nominal Weekly Hours of Labour, Adult Males.—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for male workers in each State and Australia at the 31st December, 1919 to 1923. Index-numbers are given also for each State based on the weekly average hours at the end of each of the periods specified, computed with the weighted average hours of labour for Australia at the 30th April, 1914, as base (=1,000).

HOURS OF LABOUR.-WEEKLY INDEX-NUMBERS, ADULT MALES, 1919 TO 1923.

NOTE.-Index-numbers based on the Average Hours of Labour for Australia at the 30th April, 1914 (48.93) as base (=1,000). The index-numbers in this table are comparable throughout. Overtime is excluded.

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
31st Dec., 1919	Weighted average weekly hours of labour (a) Index-numbers	47.77 976	47.36 968	46.19 944	47.58 972	47.60 973	47.89 979	47.41 969
31st Dec., 1920	$\begin{cases} \text{Weighted average weekly} \\ \text{hours of labour } (a) & \dots \\ \text{Index-numbers} & \dots \end{cases}$	47.51 971	47.19 964	45.63 933	47.29 966	46.53 951	47.33 967	47.07 962
31st Dec., 1921	$\begin{cases} \text{Weighted average weekly} \\ \text{hours of labour } (a) & \dots \\ \text{Index-numbers} & \dots \end{cases}$	45.66 933	46.95 960	$\substack{45.52\\930}$	47.07 962	46.24 945	46,84 957	46.22 945
31st Dec., 1922	$\begin{cases} \text{Weighted average weekly} \\ \text{hours of labour } (a) & \dots \\ \text{Index-numbers} & \dots \end{cases}$	46.05 941	46.99 960	4551 930	47.00 961	46.41 948	46.93 959	46.38 948
31st Dec., 1923	$ \left\{ \begin{array}{l} \text{Weighted a verage weekly} \\ \text{hours of labour } (a) \\ \text{Index-numbers} \end{array} \right $	46.73 955	47.05 962	45.51 930	47.00 931	46.66 954	47.27 966	46.70 954

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

There was a considerable diminution in each State during the period 1919 to 1921 in the number of working hours constituting a full week's work for male occupations, but during 1922 and 1923, in certain States, especially in New South Wales, hours of labour were increased. The weighted average weekly hours index-number for Australia at the 31st December, 1923, was 954, as compared with 1,000 at 30th April, 1914, a reduction of 4.6 per cent. The lowest weighted average nominal weekly hours indexnumber at the 31st December, 1923, was that for Queensland (930), followed in the order named by Western Australia (954), New South Wales (955), South Australia (961), Victoria (962), and Tasmania (966).

5. Nominal and Effective Wages, 1901 to 1923.—(i) Nominal Weekly Wage Indexnumbers—Each State. The following table shows the progress in nominal weekly rates of wage for all industries in each State, the weighted average wage 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.

NOMINAL WAGE INDEX-NUMBERS, ADULT MALES, 1901 TO 1923. 1 - 1 000.)

(WEIGHTED AVERAGE	WAGE	FOR	AUSTRALIA	IN	1911 = 1,000.
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States		Num Occup inclu	ber of ations ded.	1901	1911.	1914	1915.	1916.	1917.	1918.	1919.	1920	1921	1922	1923
		1901 to 1912.	1913 to 1923.												
New South Wales Victoria Queensland South Australia Western Australia Tasmaula	· · · · · · ·	158 150 87 134 69 54	874 909 627 567 489 482	858 796 901 819 1,052 719	1,003 985 997 1,013 1,152 799	1,096 1,065 1,042 1,062 1,226 1,228	1,124 1,078 1,060 1,067 1,236 1,039	1,208 1,148 1,177 1,151 1,272 1,112	1,257 1,229 1,273 1,231 1,345 1,163	1,286 1,278 1,356 1,278 1,372 1,372 1,193	1,498 1,404 1,534 1,534 1,516 1,346	1,835 1,679 1,785 1,613 1,751 1,674	1,869 1,826 1,886 1,745 1,853 1,788	1,785 1,783 1,830 1,708 1,829 1,726	1,844 1.865 1,837 1,770 1,838 1,802
Australia (a)		652	3,948	848	1,000	1,085	1,102	1,184	1,252	1,296	1,462	1,752	1,844	1,785	1,840

(a) Weighted average.

NOTE .- The figures in the above table are comparable both horizontally and vertically.

During the period 1911 to the end of the year 1923 the average weekly rate of wage in New South Wales increased 84 per cent., in Victoria 89 per cent., in Queensland 84 per cent., in South Australia 75 per cent., in Western Australia 60 per cent., and in Tasmania 126 per cent., while the weighted average weekly rate for Australia increased 84 per cent.

(ii) Effective Weekly Wage Index-numbers—Each State. In comparing wages, two elements are of obvious importance, viz., (i) hours worked per day or week, and (ii) the cost of commodities and housing. Thus 60s. per week of 60 hours represents the same hourly rate as 48s. per week for 48 hours. Similarly, if the cost of commodities and housing increases 25 per cent., e.g., if the prices index-number rises from 1,000 to 1,250, then 60s. per week (the index-number being 1,250), is effectively equal only to 48s. (when the indexnumber was 1,000). Or, again, if the prices index-number falls from 1,000 to 750, then 60s. per week, when the index-number is 750, would have the same purchasing power as 80s. when the index-number was 1,000. Ignoring for the present the number of hours worked, and assuming that the real value of the average wages is to be measured by their purchasing power, the actual average wages paid may be reduced to their effective value by applying the prices index-numbers to the nominal wages index-numbers. The following table shows the effective wage index-numbers so ascertained in each State for each of the years indicated from 1901 to 1923.

In computing these effective wage index-numbers for years prior to 1914, the nominal wage index-numbers given in the preceding table have been divided by the price index-numbers in §9, Sub-section 3. iv hereinafter. The resulting index-numbers show for each State and for Australia for the years specified the variations in effective wages. The nominal wage index-numbers for these earlier years are based on rates of wage current at the end of December, the only data available. For the years 1914 onward, however, the nominal wage-index numbers used are based on the average wage for the four quarters in each year, and in this respect differ from those in the preceding sections. However, so far as the years 1901 and 1911 are concerned, as the movement in wages during any one year prior to 1914 was very slight, it is possible even if the wage data were available in quarters, that the index-numbers used would approximate very closely to those based on averages for the year.

Particulars.		1901.	1911.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922	1923.
New South Wales		961	973	906	838	835	882	890	875	911	1,079	1,113	1,040
Victoria	• •	915	1,037	961	839	858	929	925	904	875	1,038	1,102	1,036
Queensland	••	1,172	1,090	1,038	902	944	1,041	1,042	990	1,036	1,244	1,273	1,214
South Australia	••	948	957	929	1 000	803	961	934	1 000	805	1,027	1,090	1,030
western Australia.	••	1,024	1,023	1,070	1,009	980	1,051	1,090	1,008	1,012	1,139	1,420	1,192
Tasmania	••	827	838	942	830	809	875	809	840	830	977	1,055	1,000
Australia (b)		964	1.000	948	854	864	930	932	907	911	1,076	1,126	1,062

EFFECTIVE WEEKLY WAGE INDEX NUMBERS.—ADULT MALES, 1901 TO 1923.(a)

(a) As to the effect in abnormal periods, see Labour Report No. 6, pp. 20-2, Section IV., par. 3.
 (b) Weighted average.

In the table above the effective wage index-numbers are computed to the one base, that of Australia for 1911. Subject to the qualification already referred to, which, as has been pointed out, does not materially affect the figures, the index-numbers are comparable in all respects, and comparisons may be made as to the increase or decrease in the effective wage index-number for any State over a period of years. Thus, comparing 1923 with 1901, and also with 1911, there has been an increase in the effective wage in all States.

(iii) Effective Wages and Standard of Comfort. In the preceding table particulars are given as to variations in effective wages in each State, due allowance having been made for variations in retail prices of commodities, though not for unemployment.

For years prior to 1913 the data available as to unemployment are so meagre that comparative results allowing for variations both in prices of commodities and in unemployment cannot be accurately computed for the several States. In the subjoined table, for these earlier years the percentage of unemployment for Australia and the nominal wage index-numbers relate to the end of the year. For 1914 and subsequent years the wages index-numbers, percentages of unemployment, and retail price index-numbers are the average for the year. Column I. shows the nominal

wage index-numbers, and Column II. the relative percentages unemployed. Applying these percentages to the numbers shown in Column I., and deducting the results from each corresponding index-number, so as to allow for relative loss of time, the figures in Column III. are obtained. These figures are then re-computed with the year 1911 as base, and are shown in Column IV. In Column V. the retail prices indexnumbers are shown, and in Columns VI. and VII. the effective wage index-numbers are given, firstly, for full work, and secondly, allowing for lost time. These are obtained by dividing the figures in Columns I. and IV. respectively by the corresponding figure in Column V. The resulting index-numbers show for Australia for the years specified the variations in effective wages, or in what may be called the "standard of comfort."*

A comparison between the figures in Columns I. and VI. gives the relation between the nominal rates of wage and the purchasing efficiency of these rates. The figures in Column VII. show variations in effective wages after allowing not only for variations in purchasing power of money, but also for the relative extent of unemployment.

I.		Ι.	п.	Rate of W Numbers, for Los	age Index- Allowing t Time.	v.	Effective Wage Index-Numbers.			
Vo	0.F	Nominal		m.	IV.	Rotail	VI.	VII.		
	a1.	Wage Index- Numbers.	Percentage Unem- ployed.	Actual.	Re-com- puted. (1911 = 1,000).	Price Index- Numbers.	Full Work.	Allowing for Unemploy- ment.		
1901		848	6.6	793	832	880	964	945		
1906		866	6.7	808	848	902	960	940		
1907		893	5.7	842	884	897	996	986		
1908		900	6.0	846	888	951	946	934		
1909		923	5.8	870	913	948	974	963		
1910		955	5.6	901	945	970	985	974		
1911		1.000	4.7	953	1.000	1.000	1.000	1.000		
1912		1.051	5.5	993	1.042	1,101	955	946		
1913		1,076	5.3	1,021	1,071	1,104	975	970		
1914		1,081	8.3	991	1,040	1,140	948	912		
1915		1.092	9.3	990	1,039	1,278	854	813		
1916		1,144	5.8	1,078	1,131	1,324	864	854		
1917		1,226	7.1	1,139	1,195	1,318	930	907		
1918		1.270	5.8	1,196	1.255	1,362	932	921		
1919		1.370	6.6	1.280	1,343	1,510	907	889		
1920		1,627	6.5	1,521	1,596	1,785	911	894		
1921	•	1,826	11.2	1,621	1,701	1,697	1.076	1.002		
1922		1.801	9.3	1,634	1,715	1,600	1.126	1.072		
1923		1,805	7.0	1,679	1,762	1,700	1,062	1,036		

WAGE INDEX-NUMBERS, NOMINAL AND EFFECTIVE, 1901 TO 1923.(a)

(a) As to the effect in abnormal periods, see Section IV., par. 3, of Labour Report No. 6.

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

Compared with 1911 the effective wage in 1901 was 3.6 per cent. less for full work and 5.5 per cent. less after allowance for unemployment. In connexion with the indexnumbers in Column VII. unemployment was less in 1911-the base year, than in any other year. During the period 1912 to 1920, while wages increased steadily, prices increased at a greater rate, with the result that the purchasing power of wages was less in each of these years than in 1911, the lowest point reached being in 1915 when the full time index number was 14.6 per cent. less, or, allowing for unemployment, 18.7 per cent. less than for the base year. The first occasion on which the effective wage was higher than in

[•] This expression must not be confused with "standard of living." A change in the standard of living necessarily involves a change in regimen (see Labour Report No. 1), that is, a change in the nature or in the relative quantity of commodities purchased, or both. A change in the "standard of comfort" merely implies a variation in effective wages, which variation may, or may not, result in, or be accompanied by, a change in the "standard of living."

1911 was in 1921, when wages increased considerably while prices declined, the increase in effective wages being 7.6 per cent., but only 0.2 per cent. allowing for unemployment. Unemployment reached its "peak" during 1921. Both wages and prices fell in 1922, but the former less than the latter, resulting in a further increase in the effective wage.

The average nominal wage index-number for 1923 was practically the same as the average for 1922. Prices, on the other hand, increased appreciably, and, in consequence the effective wage index-number declined both for full time and allowing for unemployment. As unemployment was less than in 1922 the effective wage index-number allowing for this factor fell less than that for full time. In 1923 the effective wage was 6.2 per cent. (full time) and 3.6 per cent. (allowing for unemployment) higher than in 1911.

§ 6. Changes in Rates of Wage.

1. General.—A change in rate of wage is defined as a change in the weekly rates of remuneration of a certain class of employees, apart from any change in the nature of the work performed and apart from any revision of rates due to increased length of service or experience. It is obvious that under this definition certain classes of changes are excluded, such, for example, as (a) changes in rates of pay due to promotion, progressive increments, or, on the other hand, to reduction in pay or grade to inefficient workers, and (b) changes in average earnings in an occupation due to a change in the proportions which more highly-paid classes of workers bear to those paid at lower rates. Bonuses to employees have not been taken into account in the tabulations. Each single change recorded relates to a change in the rates of wage effected in a specific industry or calling, and includes any and all changes to workers in that industry, irrespective of the different number of separate occupations or trades affected. Moreover, in some instances a change may relate to the employees of a single employer or to those of a number of employers, according to the instrument or method operating to bring about the change.

2. Methods by which Changes were Effected, and Results.—(i) Summary, Australia, 1923. The following table gives for Australia the number of changes in rates of wage, the number of work people affected, and the total net amount of increase in the weekly wage distribution brought about either without, or after, stoppage of work during the year 1923, as a result of the application of one or other of the methods set out in the tables :—

	v	Vithout S of Wo	Af	ter Sto of Wor	ppage k.	All Changes.			
Methods by which Changes were Effected.	No. of Changes.	No. of Work- people Affected.	Total Net Amount of Lucrease per week.	No. of Changes.	No. of Work- people Affected.	Total Net Amount of Increase per Week.	No. of Changes.	No. of Work- people Affected.	Total Net Amount of Increase per week,
By direct negotiations	27	17,954	£ 2,198	6	651	£ 290	33	18,605	£ 2,488
By negotiations, intervention or assistance of third party(u)	32	51,350	727	3	948	397	35	52,298	1,124
By award of Court under Com- monwealth $Act(a)$	169	360,765	46,438				169	360,765	46,438
By agreement registered under $Commonwealth Act(a)$	64	46,974	6,633]			64	46,974	6,633
By award or determination under State Acts	569	477,137	42,614		i		569	477,137	42,614
By agreement registered under State Acts	69	35,073	4,721				69	35,073	4 ,721
TOTAL(a)	930	989,253	103,331	9	1,599	687	939	990,852	104,018

CHANGES IN RATES OF WAGE.-METHODS AND RESULTS, AUSTRALIA, 1923.(a)

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(") In this section of the table an Award or Agreement under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, the Industrial Peace Act, or an Order of the War Precautions Coal Board is counted as one change only, although such Award, Agreement, or Order may be operative in more than one State. The total number of changes recorded during the year 1923 was 939, of which 569 or 60.6 per cent. of the total number were brought about by award or determination under State Industrial Acts. Of these 569 changes, 418 occurred in New South Wales, 54 in Victoria, 23 in Queensland, 40 in South Australia, 24 in Western Australia, and 10 in Tasmania.

(ii) Summary, Australia, 1919 to 1923. Comparative particulars are given in the following table regarding the total number and effect of all changes in rates of wage brought about throughout Australia during the last five years, as a result of the application of one or other of the specified methods :--

Particulars.	By Voluntary Action of Employers.	By Direct Negotiations.	By Negotiations, Intervention or Assistance of Third Party.	By Award of Court under C'wealth Act.	By Agreement Registered under C'wealth Act.	By Award or Determination under State Act.	By Agreement Registered under State Act.	T'OTAL.(a)
1919. Number of Changes Number of Workpeople affected Amount of Increase per week £	36 10,285 4,373	238 84,535 28,937	29 45,049 24,233	42 67,741 29,584	141 27,244 10,017	582 337,625 148,632	100 31,412 10,669	1,168 603,891 25 6,445
1920. Number of Changes Number of Workpeople affected Amount of Increase per week £	28 15,193 4,597	333 169,973 85,469	23 64,691 38,441	64 75,048 24,807	163 26,733 11,608	978 648,083 315,728	135 27,565 14,058	1,724 1,027,286 494,708
1921. Number of Changes Number of Workpeople affected Amount of Increase per week £	2,000 565	148 77,210 20,711	18 73,704 26,286	66 139,773 44,360	55 24,166 12,209	594 391,215 76,814	87 24,197 4,713	972 732,265 185,658
1922. Number of Changes Number of Workpeople affected Amount of Increase per week £	 	21 7,186 1,905	36 54,878 5,122	65 125,195 b 12,307	53 43,002 b 4,242	595 376,994 b 58,266	54 20,861 b 2,774	824 628,116 5 70,562
1923. Number of Changes Number of Workpeople affected Amount of Increase per week £		33 18,605 2,488	35 52,298 1,124	169 334,180 46,438	64 46,974 6,633	569 503,722 42,614	69 35,073 4,721	939 990,852 104,018

CHANGES IN RATES OF WAGE.—METHODS AND RESULTS, AUSTRALIA. 1919 TO 1923.

(a) See footnote to preceding table. (b) Decrease.

The greatest number of changes was effected through the instrumentalities of the State Acts, and these show an increase from 58.4 per cent. of all changes in 1919 to 67.9 per cent. in 1923, while the changes made under the Commonwealth Acts increased from 15.7 per cent. to 24.8 per cent "Direct negotiations" between parties shows a marked decline in the later years. In 1919, 238 changes, or 20.4 per cent., of the total affecting only 14 per cent. of all persons concerned in the changes of that year, were so brought about, whereas in 1923, only 33 changes (3.5 per cent.), affecting 18,605 persons, or 1.9 per cent. of the whole, resulted from this agency. So far as possible, the effect of awards or agreements is recorded in the figures for the year in which such awards or agreements are made and filed. In certain cases, however, the awards or agreements are made retrospective as to the date on which the increased rate of wage has to be paid, and in others the particulars as to the number of workpeople affected and the effect of the change are difficult to ascertain. 3. Number and Effect of Changes.—(i) General. The following tables give particulars of changes which occurred in each State during the years specified. As regards the number of persons affected, the figures refer to the total number of persons ordinarily engaged in the various industries. The results as to the amount of increase in wages are computed for a full week's work for all persons ordinarily engaged in the several industries and occupations affected. In cases of changes in existing minimum rates under awards or determinations of industrial tribunals it has been assumed (in the absence of any definite information to the contrary) that the whole of the employees in each occupation received the minimum rates of wage before and after the change.

The figures given in regard to the amount of increase per week do not relate to the increase each week, but only to the increase in a single week on the assumption that the full number of persons ordinarily engaged in the particular trade or occupation affected by the change were employed during that week. It is obvious, therefore, that the aggregate effect per annum cannot be obtained without making due allowance for unemployment and for occupations in which employment is seasonal or intermittent. It is also clear that since unemployment and activity in all branches of industry may vary from year to year, and in many branches from season to season also, no accurate estimate of the actual effect of the changes in the total amount of wages received or paid per annum can be made until the determining factors have been investigated. These factors are (a) the amount of unemployment, and (b) the period of employment in seasonal industries.

Changes brought about by awards and agreements under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, and the Industrial Peace Act 1920 are necessarily included hereunder as changes in each State to which such awards and agreements apply. The average increase per head per week is computed to the nearest penny.

(ii) Summary for States, 1923. During the year 1923 the number of increases in rates of wage recorded was in excess of the decreases. The following table gives particulars of the number and effect of increases and decreases in rates of wage in each State during the year :--

]]	NOREASES	5.	1	DECREASE	s.	TOTAL	RESULT CHANGES	OF ALL
State.	Changes.	Work- people Affected.	Increase Per Weck.	Changes.	Work- people Affected.	Decrease Per Week.	Changes.	Work- people Affected.	Net Increase Per Week.
New South Wales Victoria Queensland South Australia Western Australia Tasmaaia Northern Territory	518 203 55 124 71 81	491,916 195,200 12,178 52,251 18,285 18,829	£ 57,520 44,797 1,693 10,858 2,830 2,838 	60 43 10 24 . 19 19 19 1	27,524 80,894 17,873 10,958 13,772 7,089 71	£ 3,652 7,863 3,870 1,074 2,899 1,083 20	578 246 65 148 90 100 1	519,440 276,094 30,051 63,209 32,057 25,918 71	$\begin{array}{c} \pounds \\ 53,868 \\ 36,934 \\ (a) 2,177 \\ 9,784 \\ (a) 69 \\ 1,755 \\ (a) 20 \end{array}$
Federal Capital Territory Common to all States	1 16	1,002 31,195	298 4,545	 8	 11,815	 900	1 24	1,002 43,010	298 3,645
Total	1,069	820,856	125,379	184	169,996	21,361	1,253	990,852	104,018

CHANGES IN RATES OF WAGE.-NUMBER AND EFFECT, 1923.

The preceding figures for changes in wages include all those which have occurred either through the operations of wage tribunals or as the result of direct negotiations between employers and employees. In five States there have been general increases in the basic wage which affected all employees working under State awards or agreements. In New South Wales the Board of Trade increased the basic wage from £3 18s. to £4 2s. for males and from £1 19s. 6d. to £2 1s. for females; in Queensland no reduction was made by the Arbitration Court; and in South Australia an increase for males from £3 17s. 6d. to £3 18s. 6d. was made by 'the Board of Industry. Many workers in all States come under the jurisdiction of awards made by the Federal Arbitration Court. The principle of quarterly adjustments adopted by that Court led to increases in wages during the first three quarters of the year, and decreases in the last quarter.

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Particul	ars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	(a) Ali States.	Aust.
No. of Changes	$\begin{cases} 1919\\ 1920\\ 1921\\ 1922\\ 1923 \end{cases}$	457 734 353 444 578	218 354 247 137 246	216 300 233 132 65	136 231 166 131 148	112 209 103 60 90	128 154 77 64 100	13 7 1			1,284 1,999 1,200 972 1,253
No. of Persons Affected	$\begin{cases} 1919\\ 1920\\ 1921\\ 1922\\ 1923 \end{cases}$	280,021 454,610 272,782 363,909 519,440	125,693 258,211 238,084 90,172 276,094	116,627 145,464 115,722 78,791 30,051	35,377 76,605 44,696 35,722 63,209	26,673 55,489 22,695 18,547 32,057	16,108 28,317 14,783 16,038 25,918	1,287 703 .71	 337 1,002	2,095 7,887 23,503 24,600 43,010	603,891 1,027 286 732,265 628,11 6 990,852
Total Net Amount of Increase per Week	$\begin{cases} 1919\\ 1920\\ 1921\\ 1922\\ 1923 \end{cases}$	£ 137,642 228,186 38,371 642,930 53,868	£ 43,930 119,706 77,425 <i>b</i> 6,625 36,934	£ 43,718 69,748 30,790 b14,836 b2,177	£ 11,989 30,316 13,409 b2,687 9,784	£ 10,249 25,195 11,395 b1,589 b69	£ 7,350 14,593 6,370 b1,701 1,755	£ 618 684 520	£ 556 298	£ 949 6,280 7,898 5138 3,645	£ 256,445 491,708 185,658 b70,562 104,018
Average Increase per Head per Weck	$\begin{cases} 1919\\ 1920\\ 1921\\ 1922\\ 1923 \end{cases}$	$\begin{array}{c} s. \ d. \\ 9 \ 10 \\ 10 \ 0 \\ 2 \ 10 \\ b2 \ 4 \\ 2 \ 9 \end{array}$	s. d. 7 0 9 3 6 6 b1 6 2 8	$\begin{array}{c} s. \ d. \\ 7 \ 6 \\ 9 \ 7 \\ 5 \ 4 \\ b3 \ 9 \\ b1 \ 5 \end{array}$	$\begin{array}{c} s. \ d. \\ 6 \ 9 \\ 7 \ 11 \\ 6 \ 0 \\ b1 \ 6 \\ 3 \ 11 \end{array}$	$\begin{array}{c} s. \ d. \\ 7 \ 8 \\ 9 \ 1 \\ 10 \ 1 \\ b1 \ 9 \\ b0 \ 1 \end{array}$	$\begin{array}{c} s. \ d. \\ 9 \ 2 \\ 10 \ 4 \\ 8 \ 7 \\ b2 \ 1 \\ 1 \ 4 \end{array}$	s. d. 9 7 19 6 b5 8	s. d. b3 4 5 11	$\begin{array}{c} s. \ d. \\ 9 \ 1 \\ 15 \ 11 \\ 6 \ 9 \\ b0 \ 1 \\ 1 \ 9 \end{array}$	$\begin{array}{c} s. \ d. \\ 8 \ 6 \\ 9 \ 8 \\ 5 \ 1 \\ b2 \ 3 \\ 3 \ 0 \end{array}$

CHANGES IN RATES OF WAGE.-NUMBER AND EFFECT, 1919 TO 1923.

(a) Changes recorded in this column are common to all States, as the particulars relating to the number of workpeople affected and the net amount of increase per week in each State were not ascertainable. (b) Decrease.

The number of changes recorded during the year 1920 is higher in each State than during any other year. There was a noticeable decrease in the number during 1921 as compared with 1920, the reduction being general in all States, while in 1922 there was a further reduction in all States with the exception of New South Wales. In 1923 an increase is shown in all States except Queensland (where, as pointed out above, no reduction was made by the Arbitration Court), while the position in the Federal Capital Territory remained the same as in 1922. The relative position of the States in regard to the numbers of changes effected, and also in regard to the numbers of workers affected in each year depends, of course, largely on the magnitude of the different industries and callings in which changes took place.

(iii) Industrial Groups, Australia. Total Workpeople (Male and Female) affected by Changes. In the following table particulars are given of the number of changes, the number of persons (males and females) affected, and the total amount of increase per week, classified according to Industrial Groups throughout Australia during the years 1919 to 1923 :—

CHANGES IN RATES OF WAGE.—INDUSTRIAL GROUPS, AUSTRALIA, 1919 TO 1923.(a)

				In	dus	trial	Grou	ıps.				
Particulars.		I. Wood, Furni- ture, Timber, etc.	II. Enginecring, Metal Works, etc.	III. Food, Drink, Tobacco, etc.	IV. Clothing.	Hats, Boots, etc.	V. Books,	Frinting, ecc.	VI. Other Manufacturing.		VII. Building.	VIII. Mines, Quarries, etc.
1919. Number of Changes Number of Persons affected Amount of increase per week	 	39 13,616 4,890	89 44,133 20,381	156 72,603 23,551	26 11	31 3,905 1,308	9, 4,	41 335 449	1 50,5 17,8	38 30 29	49 19,05 8,94	2 29 3 34,501 1 17,434
1920. Number of Changes Number of Persons affected Amount of increase per week	 £	68 44,732 19,015	123 74,853 29,145	241 81,876 41,383	58 21	56 5,345 1,271	19, 11,	83 757 088	2 71,6 31,1	45 71 26	8: 61,55 41,05	2 61 2 47,865 9 30,385
1921. Number of Changes Number of Persons affected Amount of increase per week	 £	22 11,915 2,650	81 58,632 17,244	105 55,555 13,658	89 16	45 9,542 3,143	12, 4,	28 116 000	1 55,7 14,6	56 66 66	2 24,71 10,19	7 22 7 6,322 6 2,896
1922 Number of Changes Number of Persons affected Amount of decrease per week	÷	17 14,824 52,028	90 68,844 614,399	74 34,987 05,805	18 61	24 3,793 1,412	13, d1,	32 533 722	1 64,2 66,7	16 85 84	2 48,60 68,06	9 27 3 17,71 6 9 <i>b</i> 2,330
• 1923. Number of Changes Number of Persons affected Amount of increase per week	· · • £	25 60,724 6,209	91 102,475 12,258	103 72,851 3,594	19	16 9.593 5)333	10, 1,	22 445 021	1 82,7 9,1	20 85 44	3: 79,68 13,03	$ \begin{array}{c c} 3 & 21 \\ 5 & 18,223 \\ 4 & 828 \\ \end{array} $
	1.			Indus	stria	l Gro	ups-	-coi	ntinue	d.		
. Particulars.		IX. Rail and Tram Services.	X. Other Land Transport.	XI. Shipping,	euc.	XII. Pastoral,	Agricultural, etc.	VIII Domotio	Hotels, etc.		XIV. Miscel- lancous.	ALL GROUPS. (a)
1919. Number of Changes Number of Persons affected Amount of increase per week	 £	74 114,365 56,872	31 20,871 8,701	7 1 34,2 1 18,1	59 94 68	9,(5,7	11 030 739	25 7	49 ,799 ,620	12 5	373 28,856 50,562	1,168 603,891 256,445
1920. Number of Changes Number of Persons affected Amount of increase per week	 £	82 136,854 54,959	52 28,533 11,60	2 2 16,8 5 11,8	76 42 71	26, 20,	19 580 701	34 12	55 ,285 ,258	$32 \\ 15$	481 26,542 58,842	1,724 1,027,286 494,708
1921. Number of Changes Number of Persons affected Amount of increase per week	 £	67 127,860 18,573	31 24,88 2,71	2 5 37,9 7 17,9	44 04 86	1,8	10 815 853	17 4	39 ,904 ,339	20 5	294)7,332 9,737	972 732,265 185,658
1922. Number of Changes Number of Persons affected Amount of increase per week	 £	66 86,161 b15,311	30 12,60 <i>b</i> 2,07	5 28,4 5 <i>b</i> 5	23 32 59	56,: 4,1	14 292 136	15 61	28 ,663 ,288	15 01	248 2,380 2,916	824 628,116 b70,562
1923. Number of Changes Number of Persons affected Amount of increase per week	 .£	105 155.830 11,990	3 23,51 23	1 0 79,4 7 6,8	71 66 73	24, 9,	7 720 647	21 3	25 ,724 ,117	28	269 38,821 26,399	939 990,852 104,018

(a) In this table an Industrial Award or Agreement under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, the Industrial Peace Act, or an Order of the War Precautions Coal Board is counted as one change only, although such Award, Agreement or Order may be operative in more than one State. (b) Decrease.

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CHANGES IN RATES OF WAGE.

(iv) Male and Female Occupations. Included in the changes in rates of wage recorded in the table on page 555 are those which in the whole or part thereof affected female occupations. Particulars in respect of these changes in so far as they relate to the numbers of male and female workers affected, etc., are set out hereunder :--

CHANGES IN RATES OF WAGE.—EFFECTS IN MALE AND FEMALE OCCUPATIONS, 1919 TO 1923.

Year.	N.S.W. Victoria.	Q'land.	S. Aust.	W.Aust.	Tas.	Nor. Ter.	Fed. Cap. Ter.	All States.	Australia.
							Cap. Ici.	(a)	ļ

1919 1920 1921 1922 1923	253,077 385,118 219,813 322,813 465 446	106,389 202,972 185,895 85,005 256 666	99,167 126,306 90,918 64,473 27 421	32,162 66,824 37,062 34,085 60,967	24,185 48,088 19,988 18,248 31,507	13,906 24,213 13,484 14,473 24,931	1,287 703 71	 337 1.002	2,025 7,812 21,710 24,600 42,830	532,198 862,036 588,870 564,034 910,841
1923	465,446	256,666	27,421	60,967	31,507	24,931	71	1,002	42,830	910,841

NUMBER OF MALE EMPLOYEES AFFECTED.

NET AMOUNT OF INCREASE PER WEEK TO MALE EMPLOYEES.

$\begin{array}{c c c c c c c c c c c c c c c c c c c $	1919 1920 1921 1922 1923	$\begin{array}{c c} \mathbf{\pounds} & \mathbf{\pounds} \\ 132,237 & 38, \\ 207,403 & 98, \\ 26,735 & 68, \\ (b)40,245 & (b)6, \\ 50,954 & 33, \\ \end{array}$	$\begin{array}{c c} \pounds & \pounds \\ ,115 & 38,200 \\ ,778 & 63,432 \\ ,087 & 26,649 \\ ,943 & (b)13,965 \\ ,902 & (b) & 2,290 \end{array}$	£ 10,690 27,498 12,079 (5)2,626 9,270	£ 9,560 22,157 10,737 (b)1,640 (b) 123	£ 6,560 13,105 6,119 (b)1,818 1,893		£ (b) 56 298	£ 920 6,192 6,891 (b) 138 3,654	£ 236, 439, 157, (b) 67, 97,
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AVERAGE INCREASE PER HEAD PER WEEK TO MALE EMPLOYEES.

		d.	8.	đ.	s. d.	8.	d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1919	10	5	(7	2	78	6	8	7 11	9 5	97		91	8 11
1920	10	9	9	9	10 1	8	3	9 3	10 10	19 6		15 10	10 2
1921	2	5	1 7	4	5 10	6	6	10 9	9 1			64	54
1922	(b) 2	6	(b)1	8	(b)4 4	(b)1	6	(b)1 10	(b)2 6		(b)3 4	(b)0 1	(b) 2 5
1923	2	2	2	8	1 8	3	1	(b)0 1	1 6	(b)5 8	5 11	1 9	2 2
						i i						i i	ļ

NUMBER OF FEMALE EMPLOYEES AFFECTED.

1919 1920 1921 1922 1923	26,954 69,492 52,969 41,096 53,994	19,304 55,239 52,189 5,167 19,428	17,460 19,158 24,804 14.318 2,630	3,215 9,781 7,634 1,637 2,242	2,488 7,401 2,707 299 550	2,202 4,104 1,299 1,565 987	••• •• ••	 	70 75 1,793 180	71,693 165,250 143,395 64,082 80,011
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NET AMOUNT OF INCREASE PER WEEK TO FEMALE EMPLOYEES.

1919 1920 1921 1922 1923	£ 5,405 20,783 11,636 (b) 2,685 2,914	£ 5,815 20,928 9,328 318 3,032	£ 5,518 6,316 4,141 · (b) 871 113	£ 1,299 2,818 1,330 (b) 61 514	£ 689 3,038 658 51 54	£ 790 1,488 251 117 (b) 138	£ 	£ 	£ 29 88 1,007 (b) 9	£ 19,545 55,459 28,361 (b) 3,131 6,480
				1 '					1	

AVERAGE INCREASE PER HEAD PER WEEK TO FEMALE EMPLOYEES.

1919 1920 1921 1922 1923	$\begin{array}{c} s. \ d. \\ 4 \ 0 \\ 6 \ 0 \\ 4 \ 5 \\ (b)1 \ 4 \\ 1 \ 1 \end{array}$	<i>s. d.</i> 6 0 7 7 3 7 1 3 3 2	$\begin{array}{c} \textbf{s. d.} \\ 6 \\ 6 \\ 7 \\ 3 \\ 4 \\ (b) 1 \\ 4 \\ 0 \\ 10 \end{array}$	$ \begin{array}{c ccccccccccccccccccccccccccccccccccc$. <i>s. d.</i> 5 6 8 3 4 10 3 5 2 0	$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	s. d. 	s. d. 	$ \begin{array}{c} s. d. \\ 8 & 3 \\ 23 & 6 \\ 11 & 3 \\ (b)1 & 0 \end{array} $	s. d. 5 5 6 9 3 11 (b) 1 0 1 8
--------------------------------------	--	---	---	--	--	---	-------------------	-------------------	---	---

(a) Changes recorded in this column are common to all States, as the particulars relating to the number of workpeople affected and the net amount of increase per week in each State were not ascertainable. (b) Decrease.

§ 7. Industrial Disputes.

1. General.—Information with regard to the collection of particulars and methods of tabulation of industrial disputes involving stoppage of work has appeared in previous issues of the Year Book, and is also given in the Annual Reports of the Labour and Industrial Branch 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," and "number of establishments involved," therefore, duplication will take place in respect of those disputes which started in and were uncompleted at the end of a preceding year; the number involved will, however, be indicated in a footnote, to permit of due allowance being made therefor in any calculations made from the tables.

2. Industrial Disputes Involving Stoppage of Work, Classified in Industrial Groups, 1923.—The following tables give particulars of industrial disputes which either commenced or were current during the year 1923, classified according to industrial groups. Similar information for the years 1913 to 1922 was published in Labour Reports Nos. 5 to 13.

		No. of	No. of Estab.	No. o	of Workpe Involved.	eople	No. of Working	Esti- mated
Class.	Industrial Group.	putes.	In- volved.	Directly.	In- directly.	Total.	Days Lost.	Loss in Wages.
I. II. III. VI. VI. VII. VIII. IX.	New South Wales. Wood, sawmill, timber, etc. Engineering, metal works, etc. Food, drink, etc., manufacturing and distribution Books, printing, etc Other manufacturing Building Mines, quarrics, etc Railway and tramway services	1 9 5 1 3 6 157 9	18 308 35 5 3 15 183 9	150 2,381 553 44 41 340 50,412 , 474		150 3,282 619 44 41 425 54,645 54,645 478	3,150 63,052 1,560 484 76 1,062 818,108 2,061	2,888 48,131 1,291 369 67 986 981,001 1,573
XI. XII. XIV.	Shipping, wharf labour, etc Pastoral, agricultural, etc Miscellaneous	3 2 4	3 18 4	132 150 132	 70 31	132 220 163	967 1,100 686	715 910 588
i	Total	(a)200	601	54,809	5,390	60,199	892,306	1,038,519
	VICTORIA.	1						
I. 11. 111. 111. 11. VI. VI. VII. VII. XI. XI. XI. XIV.	Wood, sawmill, timber, etc Engineering, metal works, etc Food, drink, etc Clothing, lats, boots, etc Other manufacturing Building Mines, quarries, etc Railway and tramway services Shipping, etc Pastoral, agricultural, etc Miscellaneous	2 15 14 13 12 18	51 1 30 1 4 1 3 1 2 30 9	964 48 573 11 903 25 1,950 572 32 80 1,121	 750 	964 67 1,323 11 903 27 1,950 572 80 1,121	4,296 134 8,242 160 1,671 324 75,550 3,432 491 1,360 3,220	$\begin{array}{c} 3,814\\ 100\\ 6,866\\ 70\\ 1,014\\ 256\\ 90,720\\ 2,415\\ 354\\ 680\\ 2,223\\ \end{array}$
	Total	(a)29	133	6,279	771	7,050	98,880	108,512

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1923.

(a) Seven disputes in New South Wales (involving 306 establishments and 3,212 workers), one dispute in Victoria (1 establishment and 23 workers), three disputes in Queensland (14 establishments and 342 workers), one dispute in Western Australia (80 establishments and 473 workers), commenced in 1922.

* In respect of years prior to 1922, the figures include complete particulars of industrial disputes which commenced during any calendar year; and where any such dispute extended into a subsequent year, the relative figures were also incorporated in those for the year in which the dispute commenced.

INDUSTRIAL DISPUTES.

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1923—continued.

		1020-	conam					
0	Industrial Group.	No. of	No. of Estab.	No. (of Workpe Involved.	ople	No. of Working	Esti- mated
Class.	Indesetter Group	Dis- putes.	In- volved.	Directly.	Jn- directly.	Total.	Days Lost.	Loss in Wages.
I. 11. 11. 11. 11. 11. VI. VI. VI. VI. XI. XI. XIV.	QUEENSLAND. Wood, sawmill, timber, etc Engineering, metal works, etc. Food, drink, etc Clothing, hats, boots, etc Other manufacturing Building Mines, quarries, etc Rallway and tramway services Shipping, wharf labour, etc Pastoral, agricultural, etc Miscellaneous	1 1 1 1 1 1 8 5 2 1 3	1 1 1 1 10 8 5 4 1 3	$ \begin{array}{c} 13\\86\\500\\2\\106\\125\\549\\119\\225\\420\\579\end{array} $	12 21 	25 107 500 2 106 125 669 119 312 420 679	8,225 3,959 2,500 120 318 5,500 8,862 1,709 18,312 2,100 8,526	2,800 2,683 2,125 100 5,042 10,635 1,317 18,818 1,600 7,621
	Total	(a)25	36	2,724		3,064	55,131	53,081
111. VI. X. XI. XI.	SOUTH AUSTRALIA. Food, drink, etc Other manufacturing Other land transport Shipping, wharf labour, etc Pastoral, agricultural, etc		3 1 5 8 6 	392 14 90 306 4 	750 7 200 18 975	1,142 21 290 306 22	20,152 126 3,190 2,415 88 25,971	15,933 100 2,486 1,880 41
II. V. VIII. XIV.	WESTERN AUSTRALIA. Engineering, metal works, etc. Books, printing, etc. Mines, quarries, etc. Miscellaneous	10 2 1 1 2 2	81 2 3 2	518 34 101 602	25 	543 543 34 598 2,832	36,336 3,492 4,186 28,260	30,216 1,220 3,274 18,698
	Total	(a)6	88	1,255	2,752	4,007	72,274	53,408
V111. XI.	TASMANIA. Mines, quarties, etc. Shipping, etc.	21	2	181 16		181 16	1,061	1,274 22
	Total	3	3	197		197	1,093	1,296
XIV.	FEDEBAL CAPITAL TERRITORY, Miscellaneous	1	1	23		23	322	250
	Total	1	1	23		23	322	250
].]]. []]	ALL STATES. Wood, sawmill, timber, etc Engineering, metal works, etc. Food, drink, etc	4 13	70 391	1,127 3,033	12 966	1,139 3,999	10,671 103,481	9,592 81,130
IV. VI. VII. VII. IX. XI. XI. XIV.	and distribution . Clothing, boots, etc Books, printing, etc Other manufacturing Building . Mines, quarries, etc Railway and transport . Shipping, wharf labour, etc Pastoral, agricultural, etc	14 2 9 8 171 11 16 5 18	69 2 7 9 26 199 11 5 22 55 19	2,018 13 78 1,064 490 53,193 1,085 90 791 654 2,457	1,566 7 4,850 4 200 87 88 2,361	$\begin{array}{c} 3,584\\ 13\\ 78\\ 1,071\\ 577\\ 58,043\\ 1,089\\ 290\\ 878\\ 742\\ 4,818\\ \end{array}$	32,454 280 3,976 2,191 6,886 907,767 7,202 3,190 22,217 4,648 41,014	$\begin{array}{c} 26,215\\ 170\\ 1,589\\ 1,431\\ 6,284\\ 1,036,904\\ 5,305\\ 2,486\\ 21,789\\ 3,231\\ 29,380\\ \end{array}$
	Total for Australia	(a)274	885	66,093	10,228	76,321	1,145,977	1,275,506

(a) See footnote (a). page 558.

CHAPTER XIII.-LABOUR, WAGES AND PRICES.

3. Industrial Disputes,* Australia, 1919 to 1923.—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 *calendar* year 1919 to 1923, classified according to industrial groups:—

Calendar 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.
<u> </u>		NUMBE	R OF DIS	PUTES.		
1919 1920 1921 1922 1923	94 89 30 69 44	12 17 9 4 8	231 316 509 307 171	67 75 46 45 28	56 57 30 20 23	460 554 624 445 (a) 274
1919 to 1923	326	50	1,534	261	186	2.857
<u> </u>	1	UMBER OF V	Vorkpeopi	LE INVOLVED.		
1919 1920 1921 1922 1923	19,550 21,092 3,161 15,215 9,884	2,810 6,527 1,421 287 577	86,607 81,043 133,547 96,151 58,043	36,386 15,043 22,694 2,882 2,257	12,238 31,861 4,278 1,797 5,560	157,591 155,566 165,101 116,332 76,321
1919 to 1923	68,902	11,622	455,391	79,262	55,734	670,911
		NUMBER OF	Working	DAYS LOST.		<u> </u>
1919 1920 1921 1922 1923	272,405 367,296 47,385 366,134 153,053	$\begin{array}{r} 124,003\\ 103,373\\ 36,406\\ 3,720\\ 6,836\\ \end{array}$	$1,826,694 \\1,944,038 \\467,867 \\383,414 \\907,767$	1,898,900 626,826 666,517 85,693 32,609	181,736 545,734 68,010 19,724 45,662	4,303,738 3,587,267 1,286,185 858,685 1,145,977
1919 to 1923	1,206,273	274,388	5,529,780	3,310,545	860,866	11,181,852
		Estimat	ED LOSS I	N WAGES.	,	
1919 1920 1921 1922 1923	£ 167,502 215,057 39,416 242,159 120,127	£ 73,643 70,006 24,719 3,280 6,284	£ 1,280,265 1,418,193 459,450 427,363 1,086,904	£ 977,494 357,786 397,169 64,597 29,580	£ 119,924 309,345 49,721 14,108 32,611	£ 2,618,828 2,370,387 970,475 751,507 1,275,506
1919 to 1923	784,261	177,932	4,672,175	1,826,626	525,709	7,986,703

INDUSTRIAL DISPUTES-AUSTRALIA, 1919 TO 1923.(a)

4. Summary of Disputes (involving Stoppage of Work), 1919 to 1923 (a).—The following table gives particulars of the number of industrial disputes in each State in various years from 1919 to 1923, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages.

^(*) This table shows the full effect of all disputes which either occurred or were current during each calendar year, and the footnote * on page 558 does not, therefore, apply.

INDUSTRIAL DISPUTES.

State or Territory.	Voor	No of	ments		n kpeopie.	invorveu.	No. of Working	Total.
	1041.	Disputes.	Involved in Disputes.	Directly.	In• directly.	Total.	Days Lost.	Loss in Wages.
								£
()	1919	267	678	64,956	35,040	99,996	4,324,686	2,856,259
[]	1920	349	650	68,033	22,349	90,382	587,156	432,988
New South Wales	1921	535	567	108,573	29,921	138,494	547,838	493,267
11	1922	342	657	88,257	14,042	102,299	586,520	579,491
ζļ	1923	(6) 200	601	54,809	5,390	60,199	892,306	1,038,519
[]	1919	62	372	15,169	7,437	22,606	738,333	392,796
••••••••••••••••••••••••••••••••••••••	1920	53	809	15,274	24,534	39,808	783,280	405,244
victoria	1921	20	118	4,119	2,101	6,280	109,595	47 605
	1022	(1) 29	412	0,019	271	0,130	04,701	109 519
{	1920		100	1 0,279	6 2 2 6	15 414	586 661	397 537
	1090	55	255	3,010	2 033	5 808	68 298	44 943
Queensland	1021	33	97	3 367	1,512	4 879	95,560	69.793
Queensiana)	1922	38	49	2.611	620	3,231	36,730	32,589
	1923	(b) 25	36	2.724	340	3,064	55.131	53,081
5	1919	32	75	4.437	3,409	7.846	238,378	127,303
1	1920	. 40	126	4,732	1,067	5,799	232,402	140,326
South Australia	1921	19	45	2,158	1,002	3,160	57,038	37,315
	1922	19	229	2,294	929	3,223	114,334	43,222
Li	1923	· 10	23	806	975	1,781	25,971	20,440
(1919	20	157	5,516	4,460	9,976	359,987	213,867
	1920	45	434	9,095	2,918	12,013	146,640	108,055
Western Australia	1921	12	56	1,906	10,157	12,063	145,103	86,038
11	1922	8	91	643	163	806	43,472	38,208
Ļ	1923	(6) 6	88	1,255	2,752	4,007	72,274	53,408
()	1919	, b	127	1,098	588	1,686	63,271	32,738
(December 1)	1920	, 12	14	1,610	140	1,750	54,283	32,100
Tasmania	1020	5	5	200	1 150	220	1,400	7 407
	1022		9	107	4	107	9,204	1 206
C C	1029	9	9	917		217	2,604	2,035
Fed. Cap. Territory	1022	! เ	ĩ	93		- 17	322	250
	1919	i - 5	. ĝ	46		67	1.910	1.436
N. (1)	1920							
Northern Territory	1922	2	2	40		40	1.040	770
Ч	1923						.í	
c	1919	460	1,713	100,300	57.291	157,591	6,308,226	3,951,936
11	1920	554	2,104	102,519	53.047	155.566	1,872,065	1,223,716
Australia	1921	624	888	120,198	44,903	165,101	956,617	757,028
11	1922	445	1,447	100,263	16.069	116,332	858,685	751,507
L.	1923	(b) 274	885	66,093	10,228	76,321	1,145,977	1,275,506

INDUSTRIAL DISPUTES-SUMMARY, 1919 TO 1923.(a)

(a) See footnote *, page 558. (b) See footnote (a), page 558.

The disruption to industry during 1919 was the most serious experienced since records of such matters were instituted in 1913. Prior to 1919 the greatest loss in wages occurred in 1917, and amounted to $\pounds 2,594,808$.

Three serious dislocations occurred during the year 1919. The stoppage of work at Broken Hill, in which metalliferous miners and others were involved, was the most prolonged dispute recorded by this Bureau. The mines closed down during May, 1919, and work was not resumed until November, 1920. Over 7,000 workpeople at Broken Hill were out of work, and it is estimated that the loss in wages to employees at the mines at Broken Hill and at the smelters, Port Pirie, exceeded £2,500,000. Seamen and marine engineers were also involved in protracted disputes which caused heavy losses of working days and wages during the year. Detailed particulars of these important disputes have been published in Labour Reports, Nos. 10 and 11.

The more important of the disputes which contributed to the losses during 1920 were the dislocations of work involving marine stewards on interstate vessels; factory engine-drivers and firemen, Melbourne; gas workers, Melbourne; brown-coal miners, Morwell; ironstone quarrymen and others, Iron Knob and Whyalla; and State civil servants, Western Australia. The number of disputes during 1921, while greater than for any of the previous years for which information is given, affected a less number of workpeople and involved less loss in wages than in either 1919 or 1920. The principal disputes in this year were in the coal-mining industry, shipping, building, and sugar-cane cutting. In 1922 efforts were made by various bodies of workers (particularly in the engineering trades) to secure a permanent working week of 44 hours. The Commonwealth Court of Conciliation and Arbitration had decided upon 48 hours for all industries (with the exception of certain specified trades), and the application of this decision to trades which had been enjoying the 44 hour week resulted in disputes, which, however, in the majority of instances, were unsuccessful.

What threatened to be an extensive dispute occurred in the shearing industry, but information in regard thereto was so indefinite that no reliable record could be made. The trouble arose in connexion with an award of the Commonwealth Court of Conciliation and Arbitration, which fixed the rate for shearing at 35s. per 100 sheep, as against 40a. per 100 prevailing in Queensland. Conflicting reports were published by the employees' and the employees' organizations, but no definite instance was recorded of an actual stoppage of work. Shearing was completed, but how far it was paid for at award or higher rates, and how far it was done by members of the union or by volunteer labour could not be ascertained.

With the exception of the year 1913 (when the machinery for collection was incomplete), the number of disputes in 1923, viz., 274, was the lowest yet recorded by the Bureau. The working days lost, however, were greater than in the preceding two years, the longer duration of several of the disputes largely accounting for the excess.

The most extensive dispute in 1923 was that which affected 15 coal mines in the northern coal-fields of New South Wales. The trouble arose from an objection by the miners to the further sitting in the district of a police magistrate who had judicially dealt with several miners in what was considered an unduly harsh manner. The stoppage lasted 88 days, and the men ultimately resumed work on antecedent conditions.

A dispute occurred in November, 1923, in the Victorian Police Force, as the result of the men's objection to a recently introduced system of supervision. The occurrence was not regarded as an industrial dispute in the ordinary acceptation of the term, but as a mutiny, and for that reason no particulars were included in the tabulations of the Bureau. It was officially stated, however, that 637 members of the Force were dismissed as the result of the trouble, and their places filled by permanent recruits.

Fuller information in regard to the many important disputes during these years is given in the Labour Reports issued by this Bureau.

It is, of course, obvious that the mere number of disputes cannot by itself be accepted as a proper basis of comparison, nor does the number of workpeople afford a satisfactory basis. A better idea as to the significance and effect of industrial disputes may be obtained from the number of working days lost and the estimated loss in wages.

The position which New South Wales occupies in comparison with the other States is almost entirely due to the prevalence of disputes in connexion with coal-mining, and attention has frequently been drawn to the preponderating influence exercised by these disputes on the total number of industrial disputes. In making any comparison as to the number of disputes in this industrial class in each State, it should be observed that the number of workers engaged in the mining industry is very much larger in New South Wales than in any of the other States.

Apart from these stoppages, the number of disputes in all other industries, whilst still in excess of that for each of the other States, does not compare unfavourably if the number of workpeople in each State is taken into consideration.

In regard to extensive dislocations of industry prior to the institution of systematic inquiries by this Bureau, efforts were made to obtain statistical data relating to the shearers' disputes in 1890, 1891, and 1894, and the maritime dispute in the early part of 1891, but precise information was not obtainable.

5. Duration of Industrial Disputes, 1923.—The following table gives particulars respecting the number of disputes, workpeople directly and indirectly involved, working days lost, and estimated amount of loss in wages respectively, consequent on the cessations of work recorded for Australia during the year 1923, classified under the adopted limits of duration :—



RETAIL AND WHOLESALE PRICES, NOMINAL AND EFFECTIVE WAGE INDEX-NUMBERS, AND PERCENTAGE OF UNEMPLOYED—AUSTRALIA, 1906 TO 1923,

Note.—The figures on the left represent the scale for the percentage unemployed according to trade union returns. The figures on the right represent the scale for the several index-numbers, the year 1911 being taken in each case as base (= 1000). Since the end of the year 1911, the Retail Price Index-numbers (weighted average cost of food, groceries, and housing for the six capital cities), and the Wholesale Price Index-number (McIbourne) are shown each quarter, while unemployment percentages are shown quarterly since the end of the year 1912 only. The other index-numbers since 1913 refer to the average for the whole year, but for purposes of convenience are plotted on the graph as at the end, not the middle, of the year. Retail Price and Wholesale Price Index-numbers show the average level during the whole of each quarter, and they also for convenience are plotted at the end, and not the middle, of each quarter.



INDUSTRIAL DISPUTES.—WORKING DAYS LOST IN INDUSTRIAL GROUPS, AUSTRALIA, 1913 TO 1923.

EXPLANATION.—The scale refers to working days lost in hundred thousands. Thus, taking the year 1917, and comparing the shaded and blank rections with the scale, it will be observed that about 870,000 working days were lost in Manufacturing and Building, over 1,300,000 in Mining, over 2,300,000 in Transport, and about 150,000 in other industries.

Limits of Duration	No. of	No. of V	Vorkpeople In	voived.	Number of	Total Estimated
	putes.	Directly.	Indirectly.	Total.	Days Lost.	Wages.
	1		·			£
1 day and less	92	27,573	22,335	29,908	29,678	35,358
2 days and more than 1 day	32	6,790	891	7,681	15,275	16,219
3 days and more than 2 days	25	2,934	8	2,942	8,768	9,359
Over 3 days and less than 1		-,-			-	
week (6 days)	34	6,751	273	7,024	30,750	32,783
1 week and less than 2 weeks	39	6.817	3,798	10,615	86,736	78,205
2 weeks and less than 4 weeks	20	2,759	1,222	3,981	68,844	68,327
4 weeks and less than 8 weeks	18	5,194	917	6,111	190,616	197,523
8 weeks and over	14	7,909	150	8,059	715,310	837,732
Total	274	66,727	9,594	76,321	1,145,977	1,275,506

INDUSTRIAL DISPUTES-DURATION, AUSTRALIA, 1923.

(a) See footnote (a) on page 558.

Similar figures for the years 1913 to 1922 will be found in previous issues of the Year Book and in the Labour Reports.

6. Causes of Industrial Disputes, 1914 to 1923 (a).—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes during the years 1914 to 1923, classified according to principal cause :—

INDUSTRIAL DISPUTES.—CAUSES, AUSTRALIA, 1914 TO 1923.(b)

	Causes of Disputes.	1914.	1918.	1919.	1920.	1921.	1922.	1923(b)
		NUM	BER OF	DISPUTE	I		<u> </u>	1
. 1	Wages							
	(a) For increase	50	54	99	94	19	15	35
	(b) Against decrease	3	4	2		2	18	4
	(c) Other wage questions	67	69	100	100	101	83	87
- I	(a) For reduction	1	1	4	16	12	19	10
	(b) Other disputes re hours	13	11	5	9	16	2	2
. 1	Trades Unionism—				-		-	_
	(a) Against employment of					•		
	non-unionists	13	7	19	20	5	6	4
_	(b) Other union questions	11	19	29	27	22	15	11
. E	imployment of particular	69	00	119	195	160	155	A 0
	Vorking Conditions	72	92	54	108	162	155	00 57
	vmnathetic	13	1	6	2	13	8	, i
č	other Causes	21	6	24	39	43	42	37
	Total	337	298	460		624	445	274(
	Nu	MBER OF	WORKI	PEOPLE I	NVOLVED	•		
. 1	Wages						1	
	(a) For increase	7,362	7,095	58,532	41,748	2,659	843	9,816
	(b) Against decrease	534	57	667		850	4,432	174
	(c) Other wage questions	15,243	12,737	26,222	21,139	52,704	24,459	8,698
	(a) For reduction	220	98	579	20 759	0 91 9	5 095	a 400
	(b) Other disputes re hours	3 237	4.214	961	20,738	2,513	124	485
. 1	frades Unionism—	0,201	-,	501	2,101	2,110		300
	(a) Against employment						1	
	of non-union'sts	5,807	710	9,001	2,752	1,353	1,072	473
_	(b) Other union questions	1,593	6,673	17,509	7,534	6,607	4,264	2,310
. I	Employment of particular	14.000					00.104	
	Viasses or Persons	14,803	14,576	21,488	20,163	40,408	30,194	11,269
	wmathetic	675	200	3 080	1 307	3 251	1 119	10,000
. ()ther Causes	4,462	2,394	7,971	10,734	12,053	10,556	20,130
	1				·			

	Causes of Disputes.	1914.	1918.	1919.	[.] 1920.	1921.	1922.	1923.
-	N	UMBER O	F WORI	KING DAY	s Lost.			
1.	Wages-							
	(a) For increase	99,451	198,323	5,403,581	793,935	13,731	8,694	64,493
	(b) Against decrease	32,965	316	10,013		25,700	154,791	1,012
	(c) Other wage questions	169,847	97,561	96,118	101,219	192,858	149,129	81,749
2.	Hours of Labour-			-				
	(a) For reduction	9,240	312	10,372	534,458	13,315	164,794	101,807
	(b) Other disputes re hours	16,855	20,551	15,760	37,486	13,260	1,701	36,092
3.	Trades Unionism-			1	·		1	1
	(a) Against employment			1	[ł	1
	of non-unionists	92,720	21,894	279,804	24,900	17,890	5,485	784
	(b) Other union questions	6,968	24,341	329,205	21,999	117,199	18,976	17,743
4.	Employment of particular							•
	Classes or Persons	64,367	113,466	87,225	129,215	431,130	198,256	63,094
5.	Working Conditions	584,289	93,468	32,029	128,967	69,732	123,665	134,830
6.	Sympathetic	2,125	7,200	21,050	72,940	6,150	9,438	6,357
7.	Other Causes	11,568	3,421	23,069	26,946	55,652	23,756	638,016
	(Ja ta 1	1 000 205		1	1 979 0.05	050 017	050 005	1.145.057
	10641	1,000,000	000,000	0,000,220	11,012,000	990,017	000,000	11149.977

INDUSTRIAL DISPUTES .- CAUSES, AUSTRALIA 1914 TO 1923-continued.

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the ten years, 1914 to 1923, with the exception of 1922, the number of dislocations concerning wages exceeded those caused by any other question, and varied between a minimum proportion of 26 per cent. in 1922 and a maximum of 45 per cent. in 1916. The majority of the disputes classified under the heading, "Employment of Particular Classes or Persons," are stoppages of work 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 elass of dispute occurs very frequently in the coal-mining industry. The number of disputes over "Trade Union" questions and "Hours of Labour" has represented a fairly uniform proportion of the total number of disputes during the years under review. "Sympathetic" disputes were numerous during the year 1917, but the figures for this year were abnormal, and were largely due to the "time card system" dispute in New South Wales.

7. Results of Industrial Disputes.-The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes throughout Australia during the five years 1919 to 1923, classified according to results :---

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS .-- AUSTRALIA. 1919 TO 1923.(a)

	No	of Di	spute	s .	Number	of Work in Disp	people In outes.	volved	Total Nu	mber of V by Dis	Vorking Da putes.	ys Lost
Year.	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.
1919 1920 1921 1922 1923 <i>a</i> b	154 183 126 81 77	157 199 274 268 156	140 168 216 82 24	9 4 8 2 8	54,810 30,399 25,244 18,050 12,951	43,140 61,947 63,380 77,785 54,926	55,445 62,811 73,887 16,366 5,787	4,196 409 2,590 81 1,784	2,398,252 180,345 76,381 175,379 65,625	406,361 911,156 162,331 383,342 917,162	3.483,571 777,175 714,501 132,615 132,135	20,042 3,389 3,404 738 2,392

(a) See footnote (a), page 553.
(b) The following particulars of disputes which were incomplete at the 31st December, 1923, should be added to the above figures to effect a balance with those published in the preceding table :---

State.	No. of Disputes.	Workpeople Involved.	Working Days Lost.	Wages Lost.
New South Wales Victoria Queensland Tasmania	6 1 1 1	633 27 125 88	23,246 324 4,125 968	£ 27,893 256 4,950 1,162
Total	9	873	28,663	34,261

8. Methods of Settlement.-The following tables show for Australia the number of disputes, number of workpeople involved, and number of working days lost in industrial disputes during the years 1914 and 1918 to 1923, classified according to the adopted schedule of methods of settlement :----

	I	٩D	U	S 7	ΓR	214	۱L	. [)E	SF	ינ	JT	'E	S.		1	NI	Ξī	Ή	10)C)S	0)F	: 5	SE	T	Т	L	E	M	E	N	T.	. A	١	JS	57	`R	A	L	Ł	A.	. 1	9	14	Ľ	ГC		19	23	3.(la	۵
--	---	----	---	------------	----	-----	----	-----	----	----	----	----	----	----	--	---	----	----	---	----	----	----	---	----	-----	----	---	---	---	---	---	---	---	----	-----	---	----	----	----	---	---	---	----	-----	---	----	---	----	--	----	----	-----	----	---

Methods of Settlement.	1914.	1918.	1919.	1920.	1921.	1922.	1923.(b)
	NUMBER	OF DI	SPUTES.			·	<u>.</u>
Negotiations— Direct between employers and em- ployees or their representatives By intervention or assistance of distinctive third party—not under	247	171	291	380	412	249	140
trial Act	11	21	35	25	65	52	25
By intervention, assistance, or com- pulsory conference By reference to Board or Court Under Commonwealth Conciliation and	7 17	20 14	33 5	33 8	18 4	7 7	4 2
By intervention, assistance, or com- pulsory conference By Filling Places of Workpeople on	5	8	9	8	11	5	2
Strike or Locked Out By Closing-down Establishment Per-	16	26	22	22	10	11	5.
By Other Methods	30	30	58	74	102	96	86
Total	337	298	460	554	624	433	(c)265

NUMBER OF WORKPEOPLE INVOLVED.

					2		
Negotiations— Direct between employers and em- ployees or their representatives By intervention or assistance of distinctive third party—not under	48,204	34,680	76,070	101,404	93,912	62,000	30,213
Commonwealth or State Indus- trial Act	8.054	4.155	47.849	6.278	20.775	15.554	10.277
Under State Industrial Acts- By intervention, assistance, or com-	-,		1.,010				
pulsory conference	770	2.958	6.926	9.312	11.229	1.222	615
By reference to Board or Court	7.308	3,392	1.380	1.711	1.083	1.128	544
Under Commonwealth Conciliation and							
Arbitration Act-		-				1	
By intervention, assistance, or com-						1	
pulsory conference	205	3,042	1,997	766	12,037	446	58
By Filling Places of Workpeople on							017
Strike or Locked Out	629	1,933	2,202	2,141	334	790	315
By Closing-down Establishment Per-	60	500	401	100	= 9	171	10
manentiy	5 709	538	90 766	99 779	05 879	20 071	33 409
by other methods	0,195	0,741	20,700	00,112	20,010	00,871	00,400
	71,049	56,439	157,591	155,566	165,101	112,282	75,448

NUMBER OF WORKING DAYS LOST.

803,799	222,846	632,269	827,985	245,765	353,336	229,503
128,231	37,444	5,379,655	217,916	156,076	187,164	582,929
4,256 120,685	57,559 151,472	94,557 8,460	69,436 19,236	136,735 22,752	16,016 13,767	25,531 8,484
1,421	23,289	74,018	34,205	327,048	8,081	473
4,402	35,298	46,029	160,562	3,542	11,759	2,517
3,646	4,270	5,737	12,919	538	603	18
23,955	48,675	67,501	529,806	64,161	101,348	267,859
1,090,395	580,853	6,308,226	1,872,065	956,617	692,074	1,117,314
	803,799 128,231 4,256 120,685 1,421 4,402 3,646 23,955 1,090,395	803,799 222,846 128,231 37,444 4,256 57,559 120,685 151,472 1,421 23,289 4,402 35,298 3,646 4,270 23,955 48,675 1,090,395 580,853	803,799 222,846 632,269 128,231 37,444 5,379,655 4,256 57,559 94,557 120,685 151,472 8,460 1,421 23,289 74,018 4,402 35,298 46,029 3,646 4,270 5,737 23,955 48,675 67,501 1,090,395 580,853,6,808,226	803,799 222,846 632,269 827,985 128,231 37,444 5,379,655 217,916 4,256 57,559 94,557 69,436 120,685 151,472 8,460 19,236 1,421 23,289 74,018 34,205 4,402 35,298 46,029 160,562 3,955 48,675 67,501 529,806 1,090,395 580,853,6,308,226 1,872,065	803,799 222,846 632,269 827,985 245,765 128,231 37,444 5,379,655 217,916 156,076 4,256 57,559 94,557 69,436 136,735 120,685 151,472 8,460 19,236 22,752 1,421 23,289 74,018 34,205 327,048 4,402 35,298 46,029 160,562 3,542 3,646 4,270 5,737 12,919 538 23,955 48,675 67,501 529,806 64,161 1,090,395 580,853,6,308,226 1,872,065 956,817	803,799 222,846 632,269 827,985 245,765 353,336 128,231 37,444 5,379,655 217,916 156,076 187,164 4,256 57,559 94,557 69,436 136,735 16,016 120,685 151,472 8,460 19,236 22,752 13,767 1,421 23,289 74,018 34,205 327,048 8,081 4,402 35,298 46,029 160,562 3,542 11,759 3,646 4,270 5,737 12,919 538 603 23,955 48,675 67,501 529,806 64,161 101,348 1,090,395 580,853 (6,308,226 (1,872,065) 956,617 692,074

(a) See footnote *, page 558. (b) Sce fcotnote (a), page 558. (c) See footnote (b), page 566.

The majority of the disputes were settled by direct negotiations between employers and employees, the proportion so settled ranging between 53 per cent. in 1917 and 76 per cent. in 1921; in 1923 the proportion was 53 per cent. The number of dislocations settled by compulsory conferences or the intervention and assistance of officials under State of Commonwealth Arbitration Acts has slightly decreased during the period under review. 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 for 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.

§ 8. Apprenticeship.

In Year-Book No. 16, pp. 602–3, information was given with regard to legislation relating to the question of apprenticeship. Tables were included showing the periods of apprenticeship fixed in the Awards of the various industrial tribunals of the States and Commonwealth, and also the proportion of apprentices to journeymen and journeywomen. This information has been omitted from the present issue, but further investigations are being made, and additional and more comprehensive information will be incorporated in next issue.

§ 9. Retail Prices and House Rents.

1. Introduction.—(i) General. In Labour Report No. 1, issued in December, 1912, the results of certain investigations into the subjects of Prices, Price-Indexes and Cost of Living in past years were published, and some account was given of the methods employed for the collection of the data and of the technique adopted in the computation of the results. A detailed examination of the theory upon which the calculation of the indexnumbers is based was given, but being necessarily too technical for the ordinary reader, was relegated to Appendixes. In Labour Reports Nos. 2, and 5 to 14, results of further investigations were included, and in Labour Bulletins Nos. 1 to 18, and in Quarterly summaries of Statistics, Nos. 70 to 96, information was incorporated regarding variations in retail and wholesale prices, house rent, and purchasing-power of money up to the end of 1923.

(ii) Computation of Index-Numbers. The method adopted for the computation of the index-numbers is what is termed the "aggregate expenditure" method. Thereunder the average price of each commodity included is ascertained, and numbers (called "massunits") representing the relative extent to which each commodity was on the average used or consumed are also computed. The price in any year of each commodity multiplied by its corresponding "mass-unit" represents, therefore, the relative total expenditure on that commodity in that year on the basis of the adopted regimen. It follows, therefore, that by taking for any year the sum of the price of each commodity multiplied by its corresponding "mass-unit," a figure is obtained which represents the relative aggregate or total expenditure of the community in that year on all the commodities, etc., included. By computing these aggregate expenditures for a series of years and taking the expenditure in any selected year as "base," that is, making the expenditure in that year equal to 1,000 units, the relative expenditure in any other year, that is to say, the "index-numbers," are readily ascertained. Numerical examples of the technique and methods adopted for the computation of index-numbers were given in Report No. 2 (pp. 44 and 45), and in Report No. 9 Appendixes I. to IV., pp. 174 to 229.

2. Scope of Investigation.—As noted in Report No. \clubsuit distinction must be drawn between (a) Variations in the *purchasing-power* of money, and (b) Variations in the *standard of living*, and in Report No. 2 attention was directed to the factors which must be taken into consideration in dealing with these matters in order to arrive at a satisfactory aggregate expenditure. The various Reports deal with the list of commodities selected and the reasons for their adoption, while paragraph 11 of this chapter deals with the extension of the inquiry to cover all ordinary household expenditure.

3. Variations in Index-Numbers for Retail Prices and House Rents, Capital Cities, 1901 to 1923.—(i) General. In Labour Reports and Bulletins, and in recent issues of the Quarterly Summaries of Statistics, index-numbers were given for each of the four groups and for all groups combined for each capital city since 1901, the expenditure in 1911

being taken in each case as base (=1,000). In this sub-section summarized results only are given, firstly, for food and groceries; secondly, for house rent; and thirdly, for the groups combined—the weighted average expenditure for all capital cities in 1911 being taken in each case as base (=1,000). The index-numbers in each table are fully comparable with one another since they show not only the variations from year to year in each capital, but also the relative cost as between the cities.

(ii) Food and Groceries. The index-numbers thus computed for the three groups comprising groceries and food are shown in the following table :---

RETAIL PRICE INDEX-NUMBERS, FOOD AND GROCERIES.—CAPITAL CITIES, 1901 TO 1923.

City.		1901. 19	11. 1	914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.
Sydney Melbourne Brisbane Adelaide Perth Hobart	···	917 965 965 1, 1,028 1, 1,184 1, 1,011 1,)89 1)35 1)18 1)20 1 346 1)58 1	,156 ,091 ,078 ,215 ,302 ,212	1,396 1,411 1,373 1,487 1,483 1,445	1,520 1,462 1,426 1,532 1,542 1,523	1,540 1,412 1,406 1.445 1,505 1,544	1,549 1,466 1,495 1,554 1,486 1,635	1,783 1,620 1,762 1,719 1,772 1,748	2,148 2,056 2,052 2,132 2,050 2,162	1,898 1,901 1,812 1,906 1,995 2,025	1,703 1,644 1,608 1,723 1,776 1,794	1,820 1,802 1,693 1,823 1,823 1,828
Weighted Average(a)		972 1,	000 1	.,144	1,416	1,495	1,472	1,514	1,716	2,101	1,902	1,684	1,805

(a) For all capital cities.

The figures quoted are directly comparable in every respect; thus, the same quantity of food and grocerics, which cost £1,000 in the capital cities considered as a whole in 1911, would have cost £917 in Sydney in 1901, £1,346 in Perth in 1911, or £1,802 in Melbourne in 1923.

In 1923 increases were experienced in all the capitals. Comparing the results for 1923 with those for 1911, the extent by which prices increased varied from 92.7 per cent. in Melbcurne to 35.8 per cent. in Perth. Prices, however, were abnormally high in Perth in 1911.

(iii) Housing. The following table gives index-numbers computed for the weighted average house rent in each of the capital cities from 1901 to 1923, taking the average rent for the six capitals in 1911 as the base (=1,000). The average rent has been obtained for each city separately by multiplying the average predominant rent for each class of house (i.e., houses having less than 4 rooms, 4 rooms, 5 rooms, 6 rooms, 7 rooms, and over 7 rooms) by a number ("weight") representing the relative number of houses of that class in the particular city. The sum of the products thus obtained, divided by the sum of the weights, gives the weighted average for all houses. The number of houses in each class for each city was obtained from the results of the 1911 census, and the index-numbers are based on the weighted average rents for all houses, and do not refer to any particular class of house. The actual predominant rents for each class were given in appendices to Labour Reports Nos. 1, 2, and 5 to 14, and an examination of these figures shows that for some classes of houses the increase has been greater, and in some less, than the general increase indicated in the following table.

City.		1901.	1911.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.
									 		¦		
Sydney Melbourne Brisbane Adelaide Perth Hobart	 	858 733 488 629 801 667	1,090 970 767 1,112 810 805	1,279 1,126 882 1,040 914 914	1,220 1,085 859 932 848 928	1,212 1,089 847 930 869 928	1,215 1,124 859 959 874 951	1,252 1,180 905 1,022 885 956	1,289 1,283 983 1,108 916 1,134	1,415 1,405 1,061 1,216 996 1,373	1,474 1,502 1,079 1,289 1,055 1,440	1,535 1,597 1,206 1,360 1.092 1,445	1,617 1,672 1,247 1,450 1,124 1,602
Weighted Average(d	ı)	751	1,000	1,135	1,081	1,081	1,098	1,143	1,215	1,333	1,404	1,480	1,551

INDEX-NUMBERS .-- HOUSING, CAPITAL CITIES, 1901 TO 1923.

(a) For all capital cities.

NOTE .- The above figures are directly comparable in every respect.

A striking feature in the rent index-numbers is the decline in the years 1915 to 1917. This fall was probably, in some measure, due to the circumstance that wives and other dependents of soldiers shared houses or apartments, thus reducing the demand for accommodation. Government regulations forbidding increase in rents of houses tenanted by soldiers' dependents also had a restraining influence on any tendency towards a rise. In 1918 rents were again at the 1914 level, but in the years 1920 to 1923 fairly substantial increases occurred.

(iv) Food, Groceries, and Housing combined. The weighted averages for all groups are of importance, as indicating the general results of this investigation so far as the purchasing-power of money is concerned. The following table shows the indexnumbers for groceries, food, and house rent for each capital city, the weighted average cost for the six capitals in 1911 being taken as base (=1,000):-

City.		1901.	1911.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.
		·		 									
Sydney Melbourne Brisbane Adelaide Perth Hobart	••• •• ••	893 870 769 864 1,027 869	1,031 950 915 1,058 1,126 954	1,206 1,105 997 1,143 1,143 1,090	1,323 1,277 1,162 1,259 1,222 1,233	1,394 1,309 1,188 1,285 1,266 1,278	1,406 1,294 1,181 1,245 1,246 1,301	1,427 1,349 1,252 1,335 1,239 1,356	1,580 1,481 1,442 1,468 1,420 1,496	1,847 1,788 1,645 1,756 1.617 1,837	1,724 1,737 1,511 1,653 1,609 1,785	1,634 1,625 1,442 1,574 1,495 1,651	1.737 1,749 1,510 1.670 1,538 1,756
Weighted Average(b)	880	1,000	1,140	1,278	1,324	1,318	1,362	1,510	1,785	1,697	1,600	1,700

RETAIL PRICE INDEX-NUMBERS(a)—FOOD, GROCERIES, AND HOUSING.— CAPITAL CITIES, 1901 TO 1923.

(a) As the price index-number increases, the purchasing-power of money diminishes.

(b) For all capital cities.

NOTE .--- The above figures are directly comparable in every respect.

On the basis of the weighted averages, prices of food and groceries rose in 1915 by about 24 per cent. over 1914, and continued during the war years on a somewhat higher level, whereas the weighted average for housing fell in 1915 by 4.8 per cent., and remained below the 1913 level until 1918. The combination of housing with prices of food and groceries has had the effect of considerably modifying the index of prices, or, in other words, the purchasing-power of money, as compared with the similar index based on food and groceries only. In 1918, 1919, and 1920 there were increases in prices of food and groceries and housing, the combined results for 1920 being an increase of 18.2 per cent. over 1919, 56.6 per cent. over 1914, and 78.5 per cent. over 1911. The increase in the index-number between 1920 and 1914 varied between the capital cities from 41 per cent. in Perth to 69 per cent. in Hobart, while between 1920 and 1911 it varied between 44 per cent. in Perth and 93 per cent. in Hobart. The decrease in cost in 1921 was very slight in Perth compared with the decrease in the remaining cities. In 1922 there was a further decline in the combined cost of food, groceries, and housing in all the cities, the weighted average index-number being 1,600 as compared with 1,697 in 1921. The index-number for 1923 shows a rise of 6.3 per cent. on that for 1922, both food and groceries and housing contributing to the increase.

4. Retail Price Index-numbers in Terms of Currency.— The tables in sub-section 3 give the relative cost in the six capital cities of food, groceries, and housing from 1901 to 1923 in the form of index-numbers. The figures have been converted into a monetary basis in the next table, and show the sums which would have to be paid in each city and in each year in order to purchase such relative quantities (indicated by the mass-units) of the several commodities, and to pay such sums for housing as would in the aggregate cost $\pounds 1$, according to the weighted average prices and rents in the six capitals in 1911.

RETAIL PRICES AND HOUSE RENTS.

RETAIL PRICES.—AMOUNTS NECESSARY ON THE AVERAGE IN EACH YEAR FROM 1901 TO 1924 (1st QUARTER) TO PURCHASE IN EACH CAPITAL CITY WHAT WOULD COST ON THE AVERAGE £1 in 1911 IN THE AUSTRALIAN CAPITALS REGARDED AS A WHOLE.

	Year. Sydney. Melb'ne. Brisbane. Adelaide.		Perth,	Hobart.	Weighted Average of 6 Capital Cities.			
		Гоор	AND GRO	CERIES (4	3 Commod	ITIES).		
1901 1907 1911 1919 1920 1921 1922 1923 1923 1923	1st Quarter 2nd 3rd 4th 1st	<i>s. d.</i> 18 4 18 9 19 9 35 8 43 0 34 1 36 6 38 2 36 9 35 8	s. d. 19 4 18 6 18 8 32 5 41 1 38 0 32 11 36 6 39 0 35 11 34 7	s. d. 19 4 18 11 20 3 41 1 352 2 33 10 32 4 33 6 34 5 35 2 35 2	8. d. 20 7 19 0 20 5 34 5 32 5 34 6 36 6 34 1 36 11 37 10 37 0 36 11	s. d. 23 8 23 11 26 11 25 5 5 5 41 0 40 40 35 6 36 7 34 9 38 5 37 4 35 9 37 6	s. d. 20 3 20 2 21 2 35 0 43 3 40 6 35 11 37 3 38 1 37 11	s. d. 19 4 19 1 20 0 34 4 42 0 33 8 366 1 337 7 366 6 388 0 366 4 355 7
	Housin	а Ассомм	ODATION	(Weighte	D AVERAG	E-ALL	Houses).	
1901 1907 1911 1919 1920 1921 1922 1923 1923 1923	1st	17 3 18 4 21 10 25 9 28 4 29 6 30 8 32 4 31 8 32 6 32 7 32 7 33 1	14 8 16 1 19 5 25 8 28 1 30 0 31 11 33 5 32 9 33 5 33 7 34 0 34 1	9 9 11 6 15 4 19 8 21 3 21 7 24 1 24 11 24 11 24 11 25 0 24 10	12 7 16 3 22 3 22 2 24 4 25 9 27 2 29 0 29 2 29 2 29 2 29 4	16 0 13 8 16 3 18 4 19 11 21 0 22 5 22 7 22 5 22 7 22 7 22 7 22 7 22 7 22 7	13 4 14 2 16 1 22 8 27 5 28 10 28 11 30 5 32 7 32 11 33 3	15 1 16 4 20 0 24 8 28 1 29 7 31 0 31 2 31 2 31 4 31 7
		Food,	GROCERIES	3, AND HO	USING CO	MBINED.		
1901 1907 1911 1919 1920 1921 1922 1923 1923 1924	1st Quarter 2nd 3rd 1st	$\begin{array}{c} 17 \ 10 \\ 18 \ 6 \\ 20 \ 7 \\ 36 \ 11 \\ 34 \ 6 \\ 32 \ 8 \\ 34 \ 9 \\ 33 \ 2 \\ 34 \ 11 \\ 35 \ 10 \\ 35 \ 1 \\ 34 \ 7 \\ 35 \ 7 \\ 34 \ 7 \ 7 \\ 34 \ 7 \ 7 \\ 34 \ 7 \ 7 \ 7 \\ 34 \ 7 \ 7 \ 7 \ 7 \ 7 \ 7 \ 7 \ 7 \ 7 \ $	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	15 5 15 11 18 4 28 10 32 11 30 3 28 10 30 2 29 2 30 0 30 6 31 0 30 11	17 3 17 11 21 2 29 4 35 1 33 1 31 6 33 5 31 10 33 9 34 3 33 9 33 10	20 6 19 9 22 6 28 5 32 2 29 11 30 9 29 8 31 12 30 4 31 4	17 5 17 9 19 1 29 11 36 9 35 8 33 0 35 1 33 5 35 2 35 11 36 0 36 0	17 7 17 11 20 0 30 2 33 11 32 0 34 0 32 3 34 3 35 2 34 3 35 2 34 3 33 11

5. Variations in Index-numbers, Retail Prices and Housing, Thirty Australian Towns, 1923.—The index-numbers given in the preceding sub-sections show changes in the cost of food, groceries, and housing separately for each capital city during the years 1901 to 1923. The figures given in the next table show the relative cost of food and groceries, and of housing in 1923 in the thirty towns for which particulars are now collected. The weighted aggregate expenditure for the six capitals for the year 1911 has been taken as base and made equal to 1,000, hence the columns are comparable both horizontally and vertically. The index-numbers in the last column are the same as in previous tables where the period and town are comparable.

RELATIVE INDEX-NUMBERS.—FOOD, GROCERIES AND HOUSING, THIRTY TOWNS, 1923.

(NOTE.—Weighted Average Cost all Groups, Capital Cities, 1911, taken as a base = 1,000.)

		Food		Hous	ING.		Fo	OD, GRO Rent	CERIES, OF	AND
Town.		and Grocer- ies.	Four- roomed Houses,	Five- roomed Houses.	Six- roomed Houses.	All Houses.	Four- roomed Houses,	Five- roomed Houses,	Six- roomed Houses.	All Houses.
NEW SOUTH WALES Sydney Newcastle Broken Hill* Goulburn Bathurst	 	1,072 1,083 1,177 1,093 1,040	521 411 283 476 280	616 560 359 575 369	743 709 429 703 477	665 554 309 637 409	1,593 1,494 1,460 1,569 1,320	1,688 1,643 1,536 1,668 1,409	1,815 1,792 1,606 1,796 1,517	1,737 1,637 1,486 1,730 1,449
Weighted Average	••	1,076	503	602	729	643	1,579	1,678	1,805	1,719
VICTORIA Melbourne Ballarat Bendigo Geelong Warrnambool	· 4	1,062 1,056 1,058 1,035 1,031	475 275 302 373 377	619 380 399 503 499	804 471 531 629 615	687 442 437 547 535	1,537 1,331 1,360 1,408 1,408	1,681 1,436 1,457 1,538 1,530	1,866 1,527 1,589 1,664 1,646	1,749 1,498 1,495 1,582 1,566
Weighted Average		1,060	457	596	773	662	1,517	1,656	1,833	1,722
QUEENSLAND- Brisbane Toowoomba Rockhampton Charters Towers Warwick Weighted Average	 	997 989 1,024 1,075 988 1,001	333 289 243 258 273 318	448 373 287 336 381 422	576 482 397 407 448 544	513 480 363 317 434 489	1,330 1,278 1,267 1,333 1,261 1,319	1,445 1.362 1,311 1,411 1,369 1,423	1,573 1,471 1,421 1,482 1,436 1,545	1,510 1,469 1,387 1,392 1,422 1,490
SOUTH AUSTRALIA	 	1,074 1,047 1,066 1,033 1,061	442 280 320 235 309 427	592 377 416 303 386 571	716 442 500 377 487 690	596 364 388 312 399 575	1,516 1,327 1,386 1,268 1,370 1,499	1,666 1,424 1,482 1,336 1,447 1,643	1,790 1,489 1,566 1,410 1,548	$1,670 \\ 1,411 \\ 1,454 \\ 1,345 \\ 1,460 \\ 1.647$
WESTERN AUSTRALIA- Perth, etc Kalgoorlie, etc. Northam Bunbury Geraldton		1,077 1,238 1,156 1,084 1,130	399 343 352 362 437	492 407 451 468 528	583 477 557 556 644	461 333 343 368 402	1,476 1,581 1,508 1,446 1,567	1,569 1,645 1,645 1,607 1,552 1,658	1,660 1,715 1,713 1,640 1,774	1,538 1,571 1,499 1,452 1,532
Weighted Average	••	1.096	393	483	573	443	1,489	1,579	1,669	1,539
TASMANIA— Hobart Launceston Burnse Devonport Queenstown Weighted Average	 	1,097 1,072 1,109 1,093 1,150	452 376 411 417 263	629 545 582 530 342	796 688 718 646 369	659 573 535 568 256	1,549 1,448 1,520 1,510 1,413	1,726 1,617 1,691 1,623 1,492	1,893 1,760 1,827 1,739 1,519	1,7561,6451,6441,6611,4061,704
Australia, Weighted age, 30 Towns	 Aver- 	1,092	421	570	740	612	1,517	1,635	1,892	1,677

* See remarks on page 43 of Labour Report, No. 13, with reference to house rents.

§ 10. Retail Price Index-Numbers, 200 Towns.

1. General.—To supplement the information collected each month for the 30 towns specified in the preceding paragraph, a special investigation was initiated in November, 1913, into retail price index-numbers in 70 additional towns. This investigation was repeated in November, 1914, and again in November, 1915, when the number of additional towns was increased to 120. In November, 1923, the number of additional towns was further increased to 170, and it is intended to institute inquiries in November in each year, thus making information available annually for 200 towns. The results

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of the first investigation were published in Labour Bulletin No. 5 (Section IV., pages 26 to 33), where some description was given of the methods adopted in making the investigation and in computing the index-numbers. The results of the succeeding yearly investigations have appeared in the Labour Bulletins and Reports of this Bureau.

2. Detailed Results, 1921 to 1923.—The results of the investigation made in November, 1923, are set out in the following tables. The aggregate expenditure on food and groceries separately is shown in the form of index-numbers for each year in column A. In columns B and C the corresponding aggregate expenditure on food, groceries and rent of 4 rooms, and food, groceries, and rent of 5 rooms are shown for each year for each individual town. The index-number 1,642 represents the weighted average expenditure in 200 towns on food, groceries, and rent of 5-roomed houses; 1,526 represents the average weighted expenditure on food, groceries, and rent of 4-roomed houses in November, 1923. Similarly, in column A, the index-number 1,083 represents the relative weighted average expenditure on food and groceries only for November, 1923. The figures given in the table are comparable throughout. Thus, taking the average weighted expenditure for all 200 towns on food, groceries, and rent of 5-roomed houses as equal to 1,642, the expenditure on the same items in Melbourne is 1,689, while if 4-roomed houses were substituted for 5-roomed the expenditure in Melbourne would be represented by 1,547.

A change has been made in the basis on which the index-numbers in this table are computed. Previously, the weighted average expenditure on food, groceries, and rent of 5-roomed houses for the 150 towns in each year was taken as base. In the tables on the following pages the same basis is taken as in the case of the tables referring to 30 towns and 6 capital cities given in the preceding section, *i.e.*, the weighted average expenditure on food, groceries, and housing accommodation in the 6 capital cities in 1911 is made equal to 1,000.

INDEX-NUMBERS.—COST OF FOOD, GROCERIES AND HOUSING IN 150 TOWNS FOR NOVEMBER, 1921 AND 1922, AND 200 TOWNS IN 1923, COMPARED WITH THE WEIGHTED AVERAGE COST OF FOOD, GROCERIES, AND RENT FOR ALL HOUSES IN THE SIX CAPITAL CITIES IN 1911 AS BASE (=1000).

		N	1921. ovember		· N	1922. o vem ber		1923. No vem be r .		
State and	Town.	Food and Groceries only.	Food, Groceries and Rent of 4- Roomed Houses.	Food, Groceries and Rent of 5- Roomed Houses.	Food and Groceries only.	Food, Groceries and Rent of 4- Roomed Houses.	Food, Groceries and Rent of 5- Ronmed Houses.	Food and Groceries only.	Food, Groceries and Rent of 4- Roomed Houses.	Food, Grocerics and Rent of 5- Roomed Houses.
NEW SOUTH W	1 55	A	В	С	A	в	С	A	в	C
Svdnev	APE	1.015	1.506	1.589	1.034	1.553	1.641	1.087	1.608	1 705
Newcastle		1,029	1,408	1,574	1,008	1,419	1.574	1.120	1.531	1.676
Broken Hill		1,023	1,305	1,376	1,050	1,331	1,402	1,227	1,510	1,587
Goulburn		1,001	1,373	1,490	986	1,409	1,527	1,095	1,570	1,661
Bathurst		985	1,232	1,328	940	1,187	1,309	1,045	1,325	1,414
Albury	•• ••	1,003	1,431	1,521	986	1,519	1,594	1,060	1,636	1,754
Armidale	•• ••	1,031	1,314	1,411	974	1,332	1,404	1,073	1,424	1,536
Ballina					1 ::-		•••	1,169	1,511	1,564
Bega	•• ••	1,073	1,300	1,398	983	1,259	1,358	1,132	1,408	1,530
Berry	•• ••	1	•••	••		••	••	1,117	1,413	1,512
Blackneath	•• ••	1 1 160	1	1 35-	1 1 6 7 7	1		1.199	1,633	1,725
Bourke	•• ••	1,000	1,211	1,277	1,055	1,232	1,285	1,228	1,426	1,505
Dowran	•• ••	1,000	1,401	1,524	1,001	1,490	1,594	1,141	1,701	1,760
Casmook	•• ••	1,008	1,401	1,510	1,011	1,010	1,439	1,133	1,541	1,643
Cohar	•• ••	1 1 1 2 3	1 5 29	1 985	1 643	1 1 1 1 1	1 1 1 24	1 1125	1,576	1,659
Cooma	•• ••	1 101	1 303	1,200	1,040	1 200	1,1,1,4	1,152	1,251	1,284
Coonamble	•• ••	1.049	1,365	1 474	1.045	1 352	1 4 35	1,220	1,011	1,709
Cootamundra	•• ••	1 053	1 472	1,562	921	1 337	1 4.40	1,142	1,405	1,470
Continul	••••••	1 052	1 328	1 387	1.013	1 309	1 291	1,000	1,008	1,690
Cowra		967	1,312	1.434	974	1.372	1 484	1 074	1,400	1,527
Cronulia			-,	-,		1,012	1,101	1 1 1 55	1,000	1,099
Cudgegong						1		1 1 167	1 364	1 489
Deniliquin		997	1.298	1.367	1,008	1,309	1.378	1.087	1 405	1 474
Dubbo		1.045	1,426	1.557	1,018	1,445	1.542	1.204	1 657	1 791
Forbes		1.016	1,385	1,477	1,014	1,398	1.569	1.105	1 559	1 737
				1	1			-,	-,000	1

CHAPTER.
XIII.—Labour,
WAGES
AND
PRICES.

TOWNS, ETC	INDEX-NUMBERSCOST OF FOOD, GR
-continued.	OCERIES,
	AND
	HOUSING
	IN
	150

VICTORIA— Melbourne Bandigo Geelong Warrnambool Ararat Bairnsdale Bairnsdale Bairnsdale Basterton Cansperdown Casterton	Weighted Average for State	Glen Innes Glen Innes Grenfell Grenfell Griffuta Gunnedah Hay Leeton Lichgow Moree Mose Vale Moree Mose Vale Moree Mose Vale Moree Mose Vale More Parkes Penrkin Port Kembla Port Kemb	NEW SOUTH WALES-con-	State and Town.
972 977 9977 9977 9988 999 1,084 1,084 1,084 1,048 1,048 1,048 1,048 1,048 1,028 1,028 1,028 1,028 1,030 1,0	1,020	1,012 1,024 1,024 1,014 1,024 1,014 1,014 1,016 1,016 1,016 1,016 1,017 1,016 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,017 1,016 1,017	A	Food and Groceries only.
$\begin{array}{c} 1,418\\ 1,418\\ 1,178\\ 1,178\\ 1,335\\ 1,337\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,327\\ 1,326\\ 1,$	1,463	$\begin{array}{c} 1,285\\ 1,285\\ 1,380\\ 1,380\\ 1,380\\ 1,480\\ 1,$	в .	Food, Groceries and Rent of 4- Roomed Houses.
1,543 1,543 1,284 1,284 1,484 1,484 1,484 1,484 1,484 1,484 1,4861,486 1,486	1,553	$\begin{array}{cccccccccccccccccccccccccccccccccccc$	a	Food, Groceries and Rent of 5- Roomed Houses.
967 976 977 959 959 959 952 957 952 957 953 953 953 953 953 953 953 953 953	1,024	1,006 1,007 1,007 1,004 1,004 1,004 1,004 1,004 1,047	A	Food and Groceries only.
$\begin{array}{c} 1,431\\ 1,217\\ 1,218\\ 1,227\\ 1,273\\ 1,$	1,493	$\begin{array}{c} 1.226\\ 1.$	B	Food, Groceries and Rent of 4- Roomed Houses.
$\begin{array}{c} 1,570\\ 1,570\\ 1,489\\ 1,489\\ 1,489\\ 1,489\\ 1,489\\ 1,489\\ 1,489\\ 1,589\\ 1,589\\ 1,589\\ 1,582\\ 1,589\\ 1,582\\ 1,$	1,589	Line 1,440 Line 1,440	a	Food, Groceries and Rent of 5- Roomed Houses.
1,062 1,080 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,075 1,065 1,075 1,065 1,075 1,065	1,099	L,128 L,138 L,149 L,149 L,149 L,149 L,109 L,149 L,109	A	Food and Groceries only.
$\begin{array}{c} 1,547\\ 1,556\\ 1,375\\ 1,428\\ 1,428\\ 1,448\\ 1,448\\ 1,448\\ 1,448\\ 1,528\\ 1,448\\ 1,547\\ 1,448\\ 1,568\\ 1,568\\ 1,$	1,585	$\begin{array}{c} 1,426\\ 1,426\\ 1,544\\ 1,544\\ 1,544\\ 1,872\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,456\\ 1,460\\ 1,$	в	Food, Groceries and Rent of 4- Roomed Houses.
1,463 1,463 1,463 1,463 1,463 1,567 1,567 1,567 1,567 1,567 1,567 1,567 1,567 1,567 1,567 1,568 1,489 1,464 1,489 1,464 1,489 1,464 1,489 1,464 1,489 1,463 1,567	1,686	1,4205 1,	c	Food, Groceries and Rent of 5- Roomed Houses.

Figures not available for 1923.

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Weighted Average for State	Erisbane Toowoomba Rooklaam pixon Charter i Yovers Warwick Tovers Warwick Tovers Warwick Tovers Ayr Barealdine Barealdine Barealdine Barealdine Charle ville Charle ville Charle ville Charle ville Charle ville Charle ville Charle ville Charle ville Charle ville Cooktown Concat	Weighted Average for State QUEENSLAND—	State and Town. State and Town. VICTORIA-continued. Furoa Heanliton Healesville Horsham Kereng Koronit Kyneton Lilychale Maffra Maffra Maffra Maffra Maffra Maffra Maffra Maffra Maffra Maffra Maffra Maffra State Maffra Maryborugh St. Arnaud Stepparton State Warnacknabeal Warnacknabeal Wonthaggi Wonthaggi Maffra Maff	INDEX-NUMBERS.—C
1,019	1,000 1,000 1,000 1,000 1,000 1,000 1,000 1,000 1,000 1,127 1,100 1,200 1,200 1,200 1,200 1,200 1,200 1,200 1,200 1,200 1,200 1,000 1,200 1,0000 1,000 1,000 1,000 1,000	980	I I I I I I I Food and Grocerles only. Food and Grocerles only. 988 996 988 988 996 1001	OST O
1,303	1,199 1,199 1,225 1,225 1,225 1,253 1,253 1,253 1,257 1,257 1,257 1,257 1,272 1,275 1,272 1,275	1,376	L L L L L L L L L L L L L L L L L L L	OWNS
1,386	J.J. J. J.J.J.J. J.J.J.J.J. J.J.J.J.J.J	1,493	I I <thi< th=""> <thi< th=""> <thi< th=""> <thi< th=""></thi<></thi<></thi<></thi<>	OD, G
963	927 927 946 946 946 946 949 919 919 919 1,074 1,074 1,079 1,016 1,014 1,0010 1,0010 1,0010 1,0010000000000	971	J, 0010 971 971 1, 0010 1, 0000 1, 000	ROCEI
1,272	1,183 1,183 1,183 1,183 1,194 1,175	1,389	$\begin{array}{c} \begin{array}{c} \begin{array}{c} \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\$	RIES, wed.
1,368	L 1282 L 1282	1,517	1 1	AND
1,063	Lioss Lioss	1,069	Food and Food and 06 000000000000000000000000000000000000	SOOH
1,393	L 1282 1289 1289 1289 1289 1289 1289 1296	1,525	J. J. J. J. J. J. Food, Groceries Groceri	ING 1
1,492	FFFFFFFFFFFFFFFFFFFFFFFFFFFFFFFFFFFF	1,660	1	IN 150

• Figures not available for 1923.

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RETAIL PRICE INDEX-NUMBERS, 200 TOWNS.

	1	1921. Novembe	er.	N	1922. o vem bei	r.	N	1923. o vember	
					·				
State and Town.	Food and Groceries only.	Food, Groceries and Rent of 4- Roomed Houses,	Food, Grocerles and Rent of 5- Roomed Houses.	Food and Grocerics only.	Food, Grocerics and Rent of 4- Roomed Houses.	Food, Groceries and Rent of 5- Roomed Houses,	Food and Groceries only.	Food, Groceries and Rent of 4- Roomed Houses.	Food, Grocerles and Rent of 5- Roomed Houses.
		 B		A	B			 B	с С
SOUTH AUSTRALIA						-			Ŭ
Adelaide Kadina, etc Port Pirle Peterborough Ereeling Gawler Kapunda Koringa Multaga Bridge Port Augusta Quorn Nich Harbour Renmark	991 996 1,020 972 1,050 1,003 985 988 1,049 991 1,104	1,381 1,248 1,346 1,198 1,343 1,266 1,157 1,361 1,376 1,340 1,617	$1,527 \\1,344 \\1,418 \\1,259 \\1,442 \\1,329 \\1,249 \\ \\1,329 \\1,249 \\ \\1,457 \\1,465 \\ \\1,451 \\1,740 \\$	987 990 978 950 1,013 947 1,023 975 1,059	$1,418 \\ 1,245 \\ 1,297 \\ 1,185 \\ 1,303 \\ 1,294 \\ 1,184 \\ \\ 1,348 \\ 1,348 \\ 1,348 \\ 1,502 \\ 1,652 $	$1,548 \\ 1,351 \\ 1,391 \\ 1,252 \\ 1,373 \\ 1,260 \\ \\ 1,416 \\ 1,451 \\ \\ 1,633 \\ 1,783$	$\begin{array}{c} 1,072\\ 1,059\\ 1,110\\ 1,051\\ 1,079\\ 1,006\\ 1,014\\ 1,014\\ 1,110\\ 1,099\\ 1,079\\ 1,079\\ 1,079\\ 1,065\\ 1,031\\ 1,166\end{array}$	$\begin{array}{c} 1,518\\ 1,334\\ 1,433\\ 1,286\\ 1,395\\ 1,269\\ 1,326\\ 1,304\\ 1,505\\ 1,428\\ 1,505\\ 1,428\\ 1,524\\ 1,524\\ 1,529\\ 1,529\\ 1,580\\ 1,640 \end{array}$	$\begin{array}{c} 1,667\\ 1,435\\ 1,530\\ 1,354\\ 1,470\\ 1,375\\ 1,400\\ 1,403\\ 1,571\\ 1,520\\ 1,623\\ 1,540\\ 1,651\\ 1,711\\ 1,759\end{array}$
Weighted Average for State	995	1,364	1,498	986	1,392	1,515	1,073	1,498	1,639
WESTERN AUSTRALIA-								l t	
Perth and Fremantle Kalgoorlie and Boulder Northam Bunbury Geraldton Albany Beverley Bridgetown	1,058 1,179 1,104 1,105 1,086 1,153	$\begin{array}{c} 1,440 \\ 1,535 \\ 1,420 \\ 1,422 \\ 1,488 \\ 1,461 \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\ \\$	1,530 1,611 1,558 1,485 1,576 1,547 	998 1,154 1,081 1,046 1,065 1,099	1,3891,4931,4321,3971,4621,395	$1,577 \\ 1,557 \\ 1,542 \\ 1,497 \\ 1,548 \\ 1,467 \\ \cdots$	$1,046 \\ 1,233 \\ 1,154 \\ 1,056 \\ 1,131 \\ 1,172 \\ 1,072 \\ 1,149$	$\begin{array}{c} 1,446\\ 1,580\\ 1,510\\ 1,420\\ 1,570\\ 1,468\\ 1,281\\ 1,560\end{array}$	$1,538 \\ 1,645 \\ 1,610 \\ 1,525 \\ 1,654 \\ 1,567 \\ 1,360 \\ 1,626$
Broome Carnarvon Colle Katanning Leonora and Gwalla Meckatharra Narrogin Wagin York	1,402 1,297 1,019 1,267 	1,659 1,397 1,399 	1,745 1,476 1,465 	1,308 1,237 1,009 1,269 	1,966 1,730 1,388 1,388 1,427	2,098 1,779 1,549 1,467 	$\begin{array}{c} 1,306\\ 1,249\\ 1,105\\ 1,193\\ 1,009\\ 1,355\\ 1,162\\ 1,136\\ 1,104\\ 1,125\end{array}$	1,964 1,743 1,467 1,378 1,404 1,513 1,425 1,636 1,338 1,487	2,030 1,841 1,533 1,404 1,467 1,552 1,491 1,794 1,453 1,540
Weighted Average for State	1,095	1,458	1,546	1,045	1,416	1,506	1,078	1,466	1,540
TASMANIA-									,
Hobart Launceston Burnie Devonport Queenstown Beaconsfield Campbelltown Franklin New Norfolk Scottsdale Uiverstone Zeehan Weighted Average for State	1,081 1,009 1,017 1,074 1,134 1,049 1,066 1,088 998 1,167	1,520 1,331 1,379 1,434 1,397 1,110 1,206 1,335 1,261 1,325	1,631 1,475 1,484 1,518 1,476 1,113 1,277 1,398 1,327 1,358	1,013 1,007 1,028 1,010 1,092 979 1,024 1,051 1,116	1,416 1,374 1,454 1,421 1,356 1,069 1,129 1,257 1,315 1,281	1,592 1,536 1,586 1,490 1,485 1,091 1,183 1,327 1,327 1,327	$\begin{array}{c ccccccccccccccccccccccccccccccccccc$	1,574 1,490 1,583 1,566 1,478 1,205 1,197 1,314 1,372 1,392 1,450 1,450	1,762 1,657 1,746 1,683 1,556 1,225 1,308 1,457 1,351 1,455 1,458 1,458 1,468
weighted Average for State	1,063	1,416	1,525	1,020	1,375	1,519	1,120	1,526	1,689
tralia	1,011	1,405	1,507	998	1,415	1,525	1,083	1,526	1,642

INDEX-NUMBERS.—COST OF FOOD, GROCERIES, AND HOUSING IN 150 TOWNS, ETC.—continued.

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By deducting the index-number in column A from those in columns B and C, the relative aggregate expenditure on housing accommodation can be ascertained. Thus for November, 1923, the index-number for food and groceries in Melbourne (column A) is 1,062. Subtracting this from 1,547 (column B) gives a difference of 485, which is the relative cost of house rent for houses of 4 rooms, and from 1,689 (column C) gives a difference of 627, which is the relative cost of house rent for houses of 5 rooms. Similarly the relative cost of housing accommodation can be ascertained for each of the towns included.

A table showing the retail price index numbers (food and groceries) for each of the thirty towns for various months in the year since July, 1914, appeared in previous issues, but consideration of space precludes its repetition in the present issue. This table is, however, given in Labour Report No. 14, issued by this Bureau.

§ 11. Variations in the Cost of Food, Groceries, Rent, Clothing and Miscellaneous Expenditure.

1. General.—The index-numbers in the preceding paragraphs show the variations in the cost of food, groceries, and house rent. The expenditure on these items covers approximately 60 per cent. of the total expenditure of the ordinary household. The balance is expended on clothing, boots, fuel, light, and such miscellaneous items as renewals of furniture, furnishings, drapery, crockery, lodge dues, trade union dues, recreation, newspapers, etc. The Royal Commission on the Basic Wage recommended in its Report that a method should be adopted of ascertaining from time to time the rise and fall in the purchasing-power of money'in its relation to the total household expenditure. The Government adopted the recommendation, and the duty of carrying out the necessary investigations was entrusted to the Bureau of Census and Statistics, and the methods hereafter described have been adopted for the purpose of measuring variations in the cost of the whole household expenditure.

2. Methods Adopted.—The Commission was concerned principally with the ascertainment of variations in the cost of the regimen described in the Indicator Lists published in its Report. It is clear, however, that restriction of the investigations of the Bureau of Census and Statistics in the way suggested by the Commission, would limit their usefulness. It was decided, therefore, to apply to the extended investigation the method of index-numbers already used in the investigations into variations in the cost of food, groceries, and rent. The index-numbers may be used to determine accurately from time to time the rise and fall in the purchasing-power of money in relation to the reasonable standard of comfort for the typical family as outlined by the Commission, as well as for the determination of variations in any standard fixed by previous investigators, or which may be fixed in the future.

After careful investigation it was decided to adopt for food, groceries, and house rent the commodities, method, and weighting already in use for the investigations which have been and are being made by this Bureau. The commodities and quantities adopted for food and groceries conform very closely to those given in the Indicator Lists of the Commission. With regard to rent, the Commission adopted a certain type of five-roomed house as its standard for determining the amount allowed for housing. The investigations made by this Bureau were not confined to any particular type, but to the predominant house rent, and can with safety be used to show variations in the rent being paid for the type of house described by the Commission.

The investigations of this Bureau advisedly had been confined to food, groceries, and house rent,* and it was necessary, therefore, to make investigations into the cost of clothing and miscellaneous expenditure. With regard to clothing, the Basic Wage Commission collected a great deal of information as to prices and life of articles, and these have been utilized in computing the index-numbers given in the following tables. Forms were sent out to retailers on which the prices of the articles at November, 1920, were given. These prices, so far as the capital cities are concerned (being in general the prices quoted by the firms to whom the forms were sent), are the predominant prices, i.e., the price of the grade of the articles which is most in demand. The retailers were asked to quote for November, 1921, and for May, 1922, the prices of the same articles. In order to ascertain the change in expenditure, the quantities and life as given in the Indicator Lists of the Basic Wage Commission were used for "weighting" purposes to arrive at a weekly expenditure for clothing. This weekly expenditure is then multiplied by weights in the same manner as is the weekly expenditure on rent, thus giving an aggregate expenditure comparable with the aggregate expenditure on food and groceries and on rent.

With regard to Miscellaneous Expenditure, which covers a very wide field, inquiries were made as to variations in cost of fuel and light, household utensils, drapery, crockery, etc., and also with regard to other items included in the Indicator Lists for Miscellaneous Expenditure, and the aggregate expenditure on these items has been computed in the same manner as that for clothing.

The item Groceries (not Food) has been omitted from Miscellaneous Expenditure, though it was so described by the Commission, as the index-numbers already published by this Bureau cover the items allowed for, such as soap, starch, blue, etc.

3. Period Selected as Base.—For the purpose of making comparisons, it was necessary to fix some period as the base. In the case of index-numbers for food, groceries, and rent, already published, the base period is the year 1911. For the new index-numbers covering all the items of household expenditure, November, 1914, was adopted owing to the difficulty of securing information with regard to prices of clothing and miscellaneous items for earlier years. While the index-numbers for 1914 in the following tables relate to the month of November, they may be accepted as typical of immediately pre-war conditions. As in the case of the base period, 1911, the weighted average cost of the six capital cities has been taken, and the aggregate expenditure in November, 1914, made equal to 1,000.

4. Variations in Cost in the Capital Cities.⁺—The following table shows, by means of index-numbers, the variations in the cost of the commodities and services included in the investigation. The cost in November, 1914, in the six capital cities considered as a whole has been taken as the basis of the table and made equivalent to 1,000. The index-numbers are comparable, and show the variations not only in each city from period to period, but also as between the various cities at any given period. Thus, the increase in cost in the six capital cities from November, 1914, was greatest in November, 1920, when it amounted to 66.5 per cent. The increase in November, 1923, compared with November, 1914, was 44.6 per cent. Further, in November, 1923, the cost of the commodities and services included was greatest in Hobart (1,527) and least in Brisbane (1,356).

† In Labour Report No. 14, index-numbers are given showing the relative cost from November. 1921, to November, 1923, in 30 of the principal towns in Australia.

[•] See pages 22-25 of Labour Report No. 12.

INDEX-NUMBERS, TOTAL HOUSEHOLD EXPENDITURE, CAPITAL CITIES.— 1914 TO 1923.

		November.												
Cities.		1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	1922.	1923.			
Sydney Melbourne Brisbane Adelaide Perth Hobart	· · · · · · · · ·	1,037 986 898 997 1,001 997	1,159 1,117 1,046 1,114 1,059 1,110	1,187 1,124 1,016 1,140 1,123 1,121	1,266 1,194 1,114 1,186 1,166 1,253	1,328 1,294 1,222 1,265 1,238 1,311	1,505 1,437 1,408 1,447 1,404 1,489	1,681 1,704 1,511 1,657 1,552 1,724	1,477 1,475 1,330 1,411 1,409 1,536	1,440 1,417 1,275 1,370 1,301 1,452	1,456 1,471 1,356 1,455 1,339 1,527			
Average	••	1,000	1,123	1,140	1,213	1,295	1,461	1,665	1,454	1,402	1,446			

(Nore.—Weighted average cost in November, 1914, for all articles in capital cities taken as base =1,000).

§ 12. Wholesale Prices.

1. General.—The results of an investigation into wholesale prices in Melbourne from 1871 to the end of September, 1912, were given in some detail in Report No. 1 of the Labour and Industrial Branch. Summarized results for later years are included in later Reports of the same Branch.

The index-numbers up to the year 1911 are based on the prices of eighty commodities, but since that year the number has been increased to ninety-two.* The methods followed for the computation of the wholesale price index-numbers are the same as those adopted in regard to retail prices. The commodities included, the units of measurement for which the prices are taken, and the mass-units, indicating the relative extent to which each commodity is used or consumed, are shown in a tabular statement in Labour Report No. 13 (page 62).

2. Index Numbers.—(i) Index-Numbers. Index-numbers have been computed for each group of commodities, as well as for all groups together. The index-numbers for the several groups, and for all groups together, are shown in the following table, and in each case were computed with the prices in the year 1911 as base. They show, for each of the years specified, the expenditure necessary, if distributed in purchasing the relative quantities (indicated by the mass-units) of the several commodities concerned, to purchase what would have $\cot \pm 1,000$ in 1911. Thus, from the last column it will be seen that the cost of the relative quantities of the various commodities was 1,229 in 1871, and 974 in 1901, as compared with 1,000 in 1911, 1,903 in 1921, and 1,944 in 1923. In other words, prices were lower in 1911 than in either 1871, 1921 or 1923, and the purchasing-power of money in 1911 was, accordingly, greater. Again, prices were lower in 1901 than in 1911, and the purchasing-power of money in the former year was, therefore, greater.

• In the computation of the index-numbers for years prior to 1911, the aggregate expenditure on 80 commodities in 1911 is taken as base (= 1,000), while for later years the aggregate expenditure on 92 commodities is taken.

		I.	II.	ш.	IV.	v .	VI.	VII.	VIII.	411
Year.		Metals. and Coal.	Jute, Leather, etc.	Agri- cultural Produce, etc.	Dairy Produce.	Gro- ceries.	Meat.	Building Mate- rials.	Chemi- cals.	Com- modifies together.
1991	••	1,438	1,851	1,583	1,008	1,903	••	1,070	2,030	1,030
1871	••	1,096	1,257	1,236	864	1,586		1,044	1,409	1,229
1881		1,178	1,115	1,012	935	1,421		1,091	1,587	1,121
1891		895	847	1,024	995	1,032	888	780	1,194	945
1901		1.061	774	928	1.029	1.048	1.345	841	917	974
1902		1,007	756	1,193	1,215	945	1,447	837	881	1,051
1903		923	834	1,209	1,059	936	1,443	875	921	1,049
1904	••	821	885	754	876	916	1,427	845	875	890
1905		772	850	894	980	942	1,209	801	859	910
1906		882	978	916	972	923	1,110	896	864	948
1907		1,037	1,017	973	1,020	948	1,294	968	961	1,021
1908	••	1,033	901	1,312	1,198	968	1,335	935	891	1,115
1909	••	1,014	907	1,000	1,119	978	1,088	911	815	993
1910	••	1,004	1,052	969	1,100	999	1,008	996	898	1,003
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	2,385	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	2,624	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	Z,579	2,025	1,933	1,744

INDEX-NUMBERS .- WHOLESALE PRICES, MELBOURNE, 1861 TO 1923.

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

3. Fluctuations, July, 1914, to May, 1924.—Since the outbreak of war, prices of many commodities have increased considerably. This is shown in the following table in which the index-numbers are given for each group for the months of July, 1921 to 1923, and May, 1924, taking July, 1914, the last month before the outbreak of war, as base (=1,000) for each group :—

INDEX-NUMBERS.—WHOLESALE PRICES, MELBOURNE, JULY, 1914, to 1923, AND MAY, 1924.

	I,	п.	ш.	IV.	v.	VI.	VII.	vпı.	
Particulars.	Metals. and Coal.	Jute. Leather, etc.	Agri- cultural Produce, etc.	Dairy Produce.	Gro- ceries.	Meat.	Building Mate- rials.	Chemi- cals.	All Groups.
July, 1914 July, 1921 July, 1922 July, 1923 May, 1924	1,000 1,945 1,764 1,658 1,665	1,000 1,107 1,555 1,876 2,287	1,000 1,579 1,532 1,691 1,506	1,000 1,655 1,564 1,668 1,398	1,000 1,881 1,810 1,698 1,661	i,000 1,191 1,185 2,229 1,323	1,000 2,377 1,681 1,780 1,720	i,000 2,198 1,991 1,923 1,758	1,000 1,589 1,569 1,799 1,652

§ 13. Control of Trade, Prices, and House Rents.

In previous issues of the Year Book information was given as to the legislative measures enacted by Federal and State Parliaments for the control of trade, prices, and house rents.

In Queensland the Profiteering Prevention Act 1920, and the Fair Rents Act 1920, and in New South Wales the Fair Rents Act 1915, amended in 1920, are still in force. Similar legislative measures enacted by the other States and by the Federal Parliament have been repealed or allowed to expire by effluxion of time.

§14. CO-OPERATION IN AUSTRALIA.*

1. General.—The word "Co-operation" is used vaguely and with different significations in Australia. Sometimes the adjectival form is adopted as a trade name by ordinary joint stock companies which have merged into a single concern. At other times the term is applied to schemes of co-partnership, profit-sharing, or welfare work. The usage in both instances is incorrect, for, to the student of economic development, co-operation has a very definite and restricted meaning.

As the word itself suggests, co-operation generally means the voluntary united effort of men to further some common interest. It is an expression of the desire for freedom, especially freedom from some real or imagined exploitation. Consequently co-operation is of two kinds :--

- (a) Co-operation of Producers, who band together to secure some benefit by liberating themselves from dependence upon an employer, a middleman, a manufacturer, or a bank; and
- (b) Co-operation of Consumers, who unite to protect their interests as consumers.

2. Co-operation of Producers.--(i) Agriculture and Dairying. Co-operation of producers has secured its greatest triumphs in agriculture. The farmer, even if he owns * the land on which he works, is dependent on many other persons, both before and after his goods are produced. Often he has little capital, and may not be able, therefore, to afford the necessary equipment. He cannot buy his fertilizer or seed in bulk. Then, in preparing his produce for market, there is often some necessary process of manufacturing or packing, e.g., butter making, bacon curing, &c., which is most economically done on a large scale with adequate factory equipment. Moreover, he is at the mercy of the agent who handles his goods in the market. His financial success depends not merely upon his efficiency in production, but also upon the cheapness with which he can get his buying, selling, and manufacturing done, and his credit facilities arranged. To secure this result farmers have combined. By so doing, they have been able to employ their own middlemen, establish their own banks, buy in bulk, manufacture on a large scale, and sell to the best advantage through the factories and agencies which they control.

Agricultural co-operation may, therefore, be vary varied in character. In some parts of the world, Co-operative Credit Banks can be found in thousands, especially along the valley of the Rhine. But co-operative credit has received very little attention in English-speaking countries. In Australia, the outstanding example of agricultural co-operation is found in the dairying industry, in connexion with which butter and cheese factories have been established, and co-operative milk distributing agencies have been set up, while the sale of products is controlled by co-operative societies in the local market and also overseas. During the last ten years many new co-operative societies have been formed by farmers to provide such services as slaughtering and freezing for export, sale of wheat, fruit, hay, manufacture of superphosphate, insurance, &c.

The capital is usually subscribed by the farmers who expect to benefit from the formation of the society, and sometimes the amount of capital taken up by any person is proportionate to the quantity of business he expects, or is allowed to do with the society. On this capital, he may receive a fixed rate of interest, and, in addition, a bonus on all transactions he has with the society. In other cases, no attempt is made to pay a bonus in proportion to the volume of business done by each member. but any profit made by trading is distributed in the form of an ordinary dividend on share capital. There were in 1922, 228 producers' co-operative societies in Australia: the number of shareholders was 192,470, and the share capital £3,301,000. The total sales were nearly £34.000,000, and a net profit of £261,000 was made. The average rate of interest paid on loan capital was, 5 per cent. that on share capital was 3.5 per cent. The latter figure is probably much lower than usual, as the year was an unsuccessful one for many important societies. In addition to the volume of trade done with the society. These bonuses were all deferred payments for milk supplied to co-operative butter factories.

•Contributed by H. Heaton, M.A., M.Com., D.Litt., Lecturer in Economics, University of Adelaide.

Although the last decade has witnessed a rapid growth in producers' co-operation throughout the continent. Australia still lags far behind other countries. As yet, virtually no attention has been given to the enormous possibilities of co-operative banking, and the export trade in meat, wool, and wheat is still largely in the hands of non-co-operative companies.

(ii) Industrial.—One form of producers' co-operation which has been almost entirely neglected in Australia is that of industrial co-operation among wage-earners. The idea of the self-governing workshop, where capital and labour are supplied by the same persons, has fascinated many men during the past eighty years. In the bitter class struggles of that period, wage-earners have often felt that social salvation could be attained only when those who provided the labour supplied also the capital. Such sentiments are especially popular during or after an unsuccessful strike, for then men vow that never again will they work for any employer. These ideas have often found practical support from social reformers and philanthropists, while to some conservative statesmen productive co-operation has seemed a pleasant and easy way to economic freedom. Hence the number of experiments in self-governing workshops has run into thousands during the past eighty years. France is the home of the idea, but experiments have been made in almost every country of Western Europe. Generally, the ventures have been made in industries where the amount of capital required is small, e.g., cabinet-making, house-painting, tailoring, printing, or general labouring. A few isolated instances of such experiments in Australia can be traced; but the records are scanty, and the results " were always the same, namely, eventual failure after a pathetic struggle against inadequate capital, defective management, and non-existing markets. Australian organized labour has fought shy of any large attempt to use its resources or man-power in securing the ownership and control of any important industry.

3. Co-operation of Consumers.-(i) General. Co-operation of consumers aims at bringing under the control of the consumer the production and distribution of the goods he wishes to buy. The individual consumer requires a great variety of commodities, which are provided by some entrepreneur who as producer, manufacturer, or distributor brings the goods within reach of the consumer, and, in return, endeavours to extract a profit from the transaction. In so far as competition is restricted, the consumer may find himself more and more at the mercy of monopolistic price control, and the profits extracted from him may be excessive. But, if a few hundred consumers pool their small savings, they can provide the capital with which to establish their own store, and supply themselves with goods at virtually wholesale cost price. When the hundreds become thousands, the capital subscribed by the consumers may be sufficient to erect and equip factories in which the goods required may be produced; and as the consumers become organized in larger and larger bodies, it may be possible for them to provide the capital required for every stage of production from the raw material to the commodity on the shop shelf. In so far as this can be done, consumers have their requirements met by a system from which profit has been eliminated.

(ii) Robert Owen's Ideals. The co-operative ideal came into prominence during that period of social and economic unrest which followed the Industrial Revolution and the Napoleonic wars. It found its greatest exponent in Robert Owen, whose panacea for social ills was common property and co-operation, in place of private property and competition. Owen's influence was large, but vague, and the numerous model communities which were established on the basis of the Owenite creed all came to grief.

(iii) The Rochdale Society. Out of the wreckage, the consumers' co-operative movement emerged, and had its first permanent success in the society formed at Rochdale in 1844. This society not only succeeded where many earlier attempts had failed, but it laid down certain fundamental working rules which have become the tenets of consumers' co-operative societies throughout the world. These working rules may be stated briefly as follows:—

(a) All capital is to be provided by the members, and bears virtually a fixed rate of interest. Membership implies the holding of one or more £1 shares. This share capital may be supplemented by loan capital, and members may thus use their society as a Savings Bank. Loan and share capital alike are withdrawable on notice.

- (b) The amount of share capital which may be held by any one person is limited by law. Co-operative societies generally enjoy a special position under Industrial and Provident Societies Acts, and by these Acts the amount of share capital per member is limited, generally to £200.
- (c) Whatever the amount of capital held, the general rule is that of "one member one vote." This is in contradiction to the voting principle in ordinary joint stock companies, but the apparently absurd rule is essentially democratic and works well. In one or two isolated instances the rule is slightly departed from in Australia, but the general principle of "one man one vote" is kept to the forefront in the formation of most new societies.
- (d) Goods are generally sold at the prevailing market rates. In some parts of the world co-operative societies insist on cash transactions, but in America and Australia, where the habit of buying on credit is deeply ingrained, this rule is not generally observed. Since ordinary market rates are charged, the problem arises of the disposal of the net surplus. After the commodity has been bought, rent paid, interest on capital allotted, depreciation, wages, and other charges met, there may still be a net surplus. This surplus goes back to the pocket from which it came. It might be regarded as an "intentional accidental" overcharge, but the extent of the overcharge is not discovered until the books are made up at the end of the half year, and the member then receives back the sum of which he has been mulcted. In practice, this dividend in proportion to purchases is the vertebral column of consumers' co-operation. It is obvious that the prospect of receiving a refund of 1s. to 3s. on each £1 spent is a great inducement, and has been an important factor in causing the phenomenal growth of the consumers' co-operative movement in Europe since the forties of last century.
- (e) In addition to the principle of "one member one vote," that of equality of sexes in membership was adopted. They also decided that a definite percentage of the net surplus should be allotted to education. These principles have been fairly well honoured since they were formulated, and British co-operative societies spend nearly £200,000 a year on educational work.

(iv) The European Movement. The European movement began with the small retail store. As these stores became larger and more numerous they found it necessary to combine and form co-operative wholesale societies. These wholesale societies acted at first as buying agencies for the retail bodies, but from buying they passed to manufacturing, shipping, packing, farming, fishing, mining, banking, and insurance. Hence in Germany and Great Britain the co-operative movement has become in some directions self-sufficieng, and is an excellent illustration of the modern tendency towards integration of all allied processes.

(v) History of the Movement in Australia. In 1922 there were 137 consumers' co-operative societies in Australia, with a total membership of 111,000. In proportion to population, consumers' co-operation in Australia is weak. It is interesting to consider why this is so, since the greater part of the Australian population came from countries in which co-operation has been for many years a powerful factor in economic and social life. If, for instance, we compare the position in the United Kingdom with that in Australia, we find one-tenth of the total inhabitants of the United Kingdom enrolled in consumers' co-operative societies, while in Australia only one-fiftieth of the population is so enrolled. It may be that the conditions of life in Australia are not so stern as in older countries, consequently it has not been so necessary to unite to protect the consumers' interests. At the same time, there can be little doubt that the atmosphere of all new countries is far more individualistic than that of older lands, and where men think largely of their own personal advancement there is little inclination towards concerted action.

No detailed study has yet been made of the history of consumers' co-operation in Australia, and, unfortunately, the minute books, &c., of some of the earlier societies have been lost. Many unsuccessful societies were formed, some of them being extremely shortlived. So far as can be traced, there was no attention given to co-operation on the Rochdale plan until the late sixties. During the sixties, the Australian wage-earners were struggling with only fair success to retain the high standard of living reached in the boom years of the gold rush. There was much unemployment and a certain amount of poverty, especially in urban areas, and discussion arose as to how far co-operative activity might improve conditions. Consequent on this at least one society emerged, and still exists (*i.e.*, the Adelaide Co-operative Society Ltd., founded in 1868). During subsequent years, co-operation received an increasing amount of attention, but few actual successes were secured. Organized labour discussed and approved of the movement at its various intercolonial trade union congresses, but it is doubtful whether any important trade union officially took steps to help in establishing a co-operative store.

The second outburst of co-operative activity took place immediately after the maritime strike of 1890. Owing to the defeat of organized labour in that struggle, many wage-earners reached the conclusion that the strike should be abandoned as a weapon of industrial progress, and other methods sought, and many men turned to co-operation as a "way out." In Adelaide, a scheme was drawn up and submitted to all the trade unions for the establishment of a new co-operative society which would "commence the manufacture of all the requirements of the workers," starting with the sale of "articles of food, clothing, firewood, drugs, liquors, &c," and extending its activities when possible so that, "when sufficient funds are accumulated, the society shall embrace every branch of trade whereby its members may be benefited." The motive which prompted the distribution of this circular was stated as follows :--- "As trade unionists we cannot close our eyes to the fact that strikes have failed to accomplish the end long desired by us as workers, i.e., to secure to every man a fair share of the profits he has laboured to produce. During the late maritime strike nearly £10,000 was contributed by the workers of South Australia towards the strike fund. If this amount had been contributed for the purpose of commencing a co-operative society, I believe we should now be on the way to a successful future, and strikes would soon be a thing of the past."

Similar statements might be found after almost every big industrial dispute in Australian history. Trade unionists as individuals have played a not unimportant part in founding or building up the societies now in existence, and in the mining areas of New South Wales, where co-operation is most vigorous, the miners are its most stalwart supporters.

The third wave of co-operative activity was caused by the rapid increase in the cost of living during and after the war. Wage-earners found that even the increased wages secured were insufficient to keep pace with the rising prices. The position was also extremely serious for many of the salaried workers, *e.g.*, public servants, and brought about the formation of a Public Service Co-operative Society in South Australia. [It may be pointed out, however, that so far back as 1871 Civil Service Stores were established in Sydney, New South Wales, the original shareholders being mainly civil servants.] At the same time a group of returned soldiers endèavoured to reduce the cost of living by forming a co-operative society in South Australia, using the war gratuity bonds as capital. In Melbourne the formation of the Housewives' Association was due to the desire to check the rising tide of prices. It is probable that more co-operative societies were formed between 1916 and 1921 than during any other similar period in Australian history.

(vi) Methods of Formation of Societies. Some Australian societies began in a very small way, and their early history closely resembles that of the Rochdale Pioneers. Others started with large capital and imposing premises.

In the first class, one or two interesting examples may be given. For instance, the Adelaide Co-operative Society began its career in 1868 with nine members, who wished to do something to secure for the wage-earner a more economical disposal of his scanty wage. Between them they managed to raise an initial capital of $\pounds 5$; with this they purchased a chest of tea, which was then retailed to themselves at virtually cost price. The first week's takings were 7s. 6d. and the first year's, $\pounds 150$. Ten years later there was a share capital of $\pounds 4,500$ and a membership of about 700, and the society has now become one of the largest in Australia, with over 9,000 members, nearly 400 employees, a capital of $\pounds 170,000$, and an annual turnover of about $\pounds 400,000$. Another illustration of small beginnings is recorded from Port Adelaide, where the railway workers took the initiative in 1896 in calling a meeting of representatives of various trade unions. At this meeting it was decided to open a subscription list, each member present to contribute sixpence. A sum of $\pounds 1$ los. was collected, and the money was invested in butter, which two committeemen hawked from door to door. The business was continued on these lines until the funds had grown to $\pounds 400$, when a room was rented and stocked. Within

four years the annual turnover had grown to $\pounds 3,200$, and by 1920 to $\pounds 60,000$. The members in this year numbered about 1,600. Many similar illustrations could be given from other States.

The early years of these societies were often beset with difficulties; progress was impeded by lack of funds, and disaster was almost always imminent. Some societies were formed only after vigorous canvassing and the accumulation of thousands of pounds of capital. Societies with such origins usually have an easier early history; they often bought some existing business, were able to afford satisfactory premises in a central position, could afford to allow credit, and had little difficulty in establishing connexions with wholesale houses or banks. The conditions of modern commerce make the fate of the small society very uncertain, and its history, though romantic, is likely to be chequered and end in disaster. Where success has been achieved it is due to the loyalty of the members, the ability of the directors, and the missionary fervour permeating the whole venture.

4. Mixed Societies.-In a few cases Australian co-operative societies, especially in rural communities, are mixed, combining the work of producers' and consumers' On the one hand they purchase wholesale and distribute retail the organizations. materials required by their members, e.g., superphosphate, wire netting, machinery, seed, salt, as well as groceries, drapery, &c. On this trade they pay a dividend of (say) 2s. in the fl on customer-members' purchases, and are a consumers' society. At the same time they handle the produce of their members, selling it either with or without some preliminary process of packing or manufacturing, e.g., eggs, milk, firewood. On this trade they pay their members a certain price for the goods sent in, and later on a bonus representing the net profit the society has made in selling goods for its members. One or two societies may even go further, and allot a share of the surplus to their employees, thus combining co-operation and profit sharing. For instance one fruit-growers' society recently paid (a) 7 per cent. on members' capital, (b) 4 per cent. on members' purchases of goods, (c) 4 per cent. on members' sales of fruit, (d) 4 per cent. to employees on their wages.

One of the most interesting mixed societies in Australia began in a very small way as a producers' society. During the depression following 1893 the farmers of the "Lower North" and Murray districts of South Australia were in very difficult circumstances. Cattle and crops gave little return, and the staple commodity of the district was firewood, cut from the partly cleared lands of the district. For this wood the farmers had to accept the low price of 3s. 6d. a ton from the storekeepers of Eudunda, and were compelled to take payment in goods. Eventually in 1896, 103 farmers joined hands, raised a capital of £85, and established a society to buy the firewood for cash. Gradually the society was able to increase the return on the wood to 5s. 6d. a ton and even higher. Meanwhile members were asking the society to buy goods for them, and the establishment of country stores was undertaken. In spite of enormous obstacles, the number of stores and volume of business grew steadily, and at the latest available date there were 24 stores scattered throughout the area. In addition, a floating store-ship calls at 60 river-landings on the Murray, supplying members living along the banks.

The future of Australian rural co-operation probably lies in this combination of producers' and consumers' interests.

5. Financial Results.—Taking the consumers' co-operative movement as a whole, the financial results for 1922 were as follows :—

Total sales			••	£6,563,000
Interest on loan capital	••	••	••	$4.2 \text{ per cent.} = \pounds 12,108$
Interest on share capital	••		••	$4.5 \text{ per cent.} = \text{\pounds}55,514$
Dividends on purchases	••		••	10.9d. in the $\pounds 1 = \pounds 292,705$

Under a non-co-operative system of trading, the whole of this £292,705 would have gone as profit on capital. As there were 110,979 members of co-operative societies, evidently each member spent about £59 at his store in 1922, and received (apart from the return on his share capital) a refund of about £2 13s. on his purchases. This figure is an average for the whole movement. The figures for individual societies, however, show that some of them paid only 6d. in the £1 dividend, while other returned as high as 3s. in the £1. The rate of dividend varies largely with the cost of delivery and the amount of credit allowed. The British tradition of "cash and carry" is retained in many of the societies in New South Wales, and it is possible, therefore, to make a large

refund on purchases; but, in other parts, elaborate delivery systems absorb large sums of money, while the grant of credit to customers results in losses through bad debts or lack of adequate liquid capital.

The returns for 1922 will probably represent the low-water mark of co-operative trading. The depression which began in 1920-21 compelled societies to "write down" stocks, and several small struggling societies were driven into liquidation, e.g., at Broken Hill.

Consumers' co-operation has scarcely passed yet out of the first stage, that of the retail store. But in New South Wales in 1913 a co-operative wholesale society was formed, the retail societies providing the capital. This wholesale organization at once began to buy and pack on behalf of its member societies, and, while progress was impeded during the war, the volume and value of trade grew rapidly after 1918. By 1922 over £400,000 worth of goods was being obtained annually for the retail societies, and manufacture had been begun, the first article made being brooms. The organization works on exactly the same principle as the retail society, *i.e.*, after a fixed interest has been paid to capital the net surplus is distributed as dividend on purchases. The retail societies have given no attention to manufacturing, except in the case of bread. They sell chiefly the goods of private manufacturers, and import very little from the co-operative factories of other lands.

6. Co-operative Education and Propaganda.—In Great Britain and other countries co-operative societies spend large sums of money in educational and propaganda work. Lectures, study circles, and classes are arranged at which co-operative principles, history, and practice are taught, in addition to such technical subjects as accountancy. Australian co-operative societies have done little in this direction until within the last ten years. No society earmarks a fixed proportion of its net surplus for education. In New South Wales a co-operative union was formed some years ago to undertake propaganda work, arrange lectures and conferences, publish a journal, &c. But the union soon expired, and its work was taken over by the propaganda committee of the Co-operative Wholesale Society. A co-operative union, formed in South Australia in 1920, has done much useful work, and recent political events, e.g., the attempt of the Federal Government to tax members' dividends as income, and the sudden attempt of the South Australian Government to amend the Industrial and Provident Societies Act (1923) have revealed the vital need for joint action and consultation throughout the whole movement.

7. Conclusions.—The fanatical co-operator finds in co-operation the solution of all social problems. A more detached view, however, does not lead to such optimism, and it is probable that the field open to consumers' co-operation is distinctly limited. Certain industries, as, for instance, lighting, transit, machine-making, and industries generally concerned in making "producers' goods " are probably out of its range ; but in the big staple occupations which produce the goods required by millions of consumers there is still abundant room for expansion in Australia. For instance, the greater part of Australian production of manufactured foodstuffs might be regarded as a suitable field for control by consumers' co-operative societies. Co-operation, moreover, does not eliminate all possibility of exploitation. The consumers' society, intent on paying to its members the largest possible dividend, may endeavour to do so by keeping the wages of its employees as low as possible, and by sweating them in every direction. Such circumstances are not unknown in the history of the movement, and the lot of the wageearner in a co-operative society may be quite as bad and as unfree as the lot of a man working for a profit-seeking capitalist. Producers' co-operative societies may easily develop into combines or trusts. When the producers gain complete control over a market they may use their power to extort monopoly prices from the consumer, while at the same time sweating their own employees. Co-operative societies are democratically governed, and show in practice all the virtues and weaknesses of democratic government. Members tend to be apathetic, except when the dividend drops a few pence in the pound. Shareholders' meetings are badly attended, expenditure of money in any way likely to reduce the dividend is vetoed, while through the apathy of the rank and file the periodical shareholders' meetings may be dominated by the employee members, who may dictate a policy which aims rather at their own well-being than at the progress of the society as a whole. But these criticisms are not fatal. Within the limits suggested, co-operation can make great advances and contribute substantially to social progress. While its future depends largely on efficiency of management, it rests in the last resort on the keenness of the co-operative spirit of its members.