

CHAPTER XXIII.—LABOUR, WAGES AND PRICES.

A.—RETAIL PRICES AND PRICE INDEXES.

§ 1. Collection of Returns of Retail Prices and Rents.

The retail prices of an extensive range of articles and services in common demand are collected by the Bureau at frequent intervals from representative retail establishments in the more important towns throughout the Commonwealth. The prices of a less extensive range of commodities are also collected at annual intervals from most towns of any significant size, the total number of towns so covered reaching approximately 200.

Definite standards of quality have been established for each article in order to ensure that, as far as care and effort can make it possible, prices for articles of identical grade or quality will be recorded at all times and for all places. These standards, which are incorporated in printed "specifications", are closely watched and revised from time to time to keep them in harmony with changing trade practices and conditions.

The actual collection of the data is carried out, under the direct supervision of the State Statisticians, by specially qualified officers of the Bureau, while two supervising field officers are provided to assist in the co-ordination of activities in the several States. The prices of food are obtained, where practicable, from about ten retailers in each of the capital cities, and from about five retailers in the provincial towns. Tradespeople and agents are carefully selected in order to ensure the supply of representative figures for the whole of each town, and returns are carefully verified if there should be any doubt as to the accuracy of the information supplied.

Returns of rents are made in the middle of each quarter by a representative number of house-agents in each town, for brick and wooden houses respectively, classified according to the number of rooms. These returns show the rents of individual houses, all of which are inspected by the Bureau's field officers.

§ 2. Compilation of Indexes of Retail Prices and Rents.

1. **General.**—The methods adopted for the compilation of indexes of retail prices and rents are very briefly described below. For a more detailed explanation, and an analysis of the problems involved, the reader should refer to *Labour Report* No. 30 and the Appendix to *Labour Report* No. 9.

2. **The Regimen.**—The "regimen" from which the retail price indexes are compiled consists of a list of those commodities and services which most commonly enter into the consumption of the average household. The regimen is divided into the following distinct groups and sections:—

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

An index (the "All Items" or "C" series) is compiled for the whole of the foregoing groups, but for many purposes indexes are required for each group or section separately.

A list of the articles and services included in the various sections is published in the *Labour Report*.

3. **The Mass Units.**—The "mass units" or "multipliers" represent the estimated annual consumption per head or per household as the case may be in Australia of the units of quantity adopted for the various items in each of the sections. In the case of

food and groceries the mass units are approximately the annual average consumption per head for household purposes of the various articles during the years 1927 to 1929. In the case of housing the mass unit is the multiplier applied to the weekly rental to raise it to an annual basis. In the case of Sections E to J the mass units represent the estimated annual consumption per head of the articles included in these sections. In the case of Sections K to M the mass units represent the estimated consumption per household, while in Section N are shown the actual amounts necessary to cover the estimated cost of the services included for an average household.

It will be noted that the mass units are all shown on the basis of consumption per head or per household. In the tabulation for index-number purposes, the figures are raised to a "total population" basis, by multiplying the aggregate cost of each group or section by the numbers of the population properly applicable to it. Thus food and groceries is multiplied by the whole population; housing by the total number of households; the clothing sections by the proportions of the population applicable to each; and the Sections K to N (miscellaneous) by the total number of households. The resultant index-numbers measure changes, therefore, in the cost to the whole population of the commodities and services included.

4. **Relative Importance of the Groups and Sections.**—The relative importance of the groups and sections in the "All Items" ("C" series) index for Melbourne for the December quarter of 1930 was as follows:—

Group.	Section.	Percentage of Total Aggregate Cost.
I. Food and Groceries	A.—Groceries	15.0
	B.—Dairy Produce	10.2
	C.—Meat	11.2
II. Housing	D.—House Rent (4 and 5 rooms) ..	23.8
	E.—Man	8.2
III. Clothing	F.—Woman	8.8
	G.—Boy, 10½ years	1.6
	H.—Girl, 7 years	1.1
	J.—Boy, 3½ years	0.6
	K.—Household Drapery	1.3
IV. Miscellaneous	L.—Household Utensils	0.5
	M.—Fuel and Light	5.0
	N.—Other Miscellaneous	12.7
		100.0

5. **Base Periods of the Indexes.**—The base period originally adopted by the Bureau for its retail price indexes was the year 1911. When the collection of the prices of clothing and miscellaneous items was undertaken for the purposes of the "All Items" ("C" series) index, the month of November, 1914, was adopted as the base period for this series. The desirability of computing retail price indexes to a post-war base was considered by a Conference of Statisticians in 1929, and it was resolved that from 1st January, 1930, the five years 1923–27 should be adopted as the base period. Commencing with the year 1930, therefore, the retail price indexes have been published on this base. The aggregate to which all index-numbers are related is the weighted aggregate cost of the regimen in the six capital cities during the period taken as base.

6. **The Methods of Tabulation.**—The prices (converted to pence) received from each retailer for each item of the regimen are added together and divided by the number of individual prices. These averages are then multiplied by their respective mass units. The sum of these products for each section or group of the regimen is then multiplied by the population factor applicable to such section or group. The aggregate so produced for any section, group or combination thereof for the period taken as the base of the indexes is regarded as equal to 1,000. The index-number for any other period is then calculated by applying to 1,000 the ratio which the aggregate for such period bears to the base aggregate.

§ 3. The Food, Groceries and Rent (" B " Series) Index of Retail Prices.

1. **General.**—This index measures the prices of food and groceries and the rent of 4 and 5-roomed houses. It was first compiled in respect of the year 1925, and index-numbers were retrospectively computed for the several earlier years shown below. It was designed to replace the " A " series index (food, groceries and rent of all houses), which was the original index first compiled by the Bureau in 1912. Owing, however, to the continued use of the latter index by Industrial Tribunals for the purpose of adjusting wages to variations in retail prices, the " B " series index never replaced the " A " series in this connexion.

2. **Retail Price Index-Numbers: Capital Cities, 1907 to 1939.**—Index-numbers computed separately for each group of the regimen, and the weighted average for both groups together, for the capital city of each State are shown in the next table.

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

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

City.	1907.	1911.	1914.	1921.	1935.	1936.	1937.	1938.	1939.
FOOD AND GROCERIES.									
Sydney	523	553	646	1,062	840	848	858	904	936
Melbourne	517	523	610	1,063	784	809	836	884	942
Brisbane	530	569	603	1,014	763	791	828	838	864
Adelaide	532	570	679	1,066	780	798	818	861	897
Perth	670	753	728	1,116	321	833	881	899	938
Hobart	565	592	678	1,133	792	827	870	880	923
Weighted Average (a) ..	533	559	640	1,064	806	825	851	886	927
HOUSING (4 AND 5 ROOMS).									
Sydney	593	701	760	989	891	930	965	1,004	1,035
Melbourne	455	569	628	820	850	882	909	955	955
Brisbane	283	373	466	630	720	766	822	841	854
Adelaide	510	706	655	809	736	795	832	868	888
Perth	458	524	589	739	792	844	861	872	881
Hobart	405	452	518	881	890	908	899	913	925
Weighted Average (a) ..	497	612	662	862	839	879	912	942	965
FOOD, GROCERIES AND HOUSING.									
Sydney	548	606	687	1,036	858	878	904	941	972
Melbourne	495	539	616	977	808	835	862	902	945
Brisbane	442	500	554	877	747	781	824	858	858
Adelaide	524	618	671	975	764	796	826	862	891
Perth	594	672	679	982	810	849	871	887	914
Hobart	508	542	621	1,044	827	856	879	891	922
Weighted Average (a) ..	520	578	648	992	818	844	872	906	939

(a) For Six Capital Cities.

§ 4. The All Items (" C " Series) Index of Retail Prices.

1. **General.**—This index measures the prices of food and groceries, rent of 4 and 5-roomed houses, clothing and miscellaneous household requirements, and for convenience of reference has been designated the " All Items " (" C " series) index. It has become more important in recent years because of its adoption by the Commonwealth Arbitration Court from 1st May, 1934, for the adjustment of wages controlled by that Court. It is used at present as the basis of the " Court " series of index-numbers adopted from July, 1937, by the same Court.

The compilation of this series was undertaken by the Bureau following a recommendation of the Royal Commission on the Basic Wage, which reported in 1920 and 1921. The Commission itself had collected data on prices in the capital cities for the month of November, 1914 to 1920 inclusive. In consequence, the Bureau commenced its own more comprehensive inquiries in five principal towns of each State, as from November, 1921, and continued them at quarterly intervals thereafter.

2. Retail Price Index-Numbers : Thirty Towns, November 1921 to June Quarter 1940.—The following table gives index-numbers representing the variations in the prices, in 30 of the more important towns, of food and groceries, housing, clothing, and miscellaneous household requirements combined.

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

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

State and Town.	Nov- em- ber, 1921.	Year 1929.	Year 1933.	Year 1934.	Year 1935.	Year 1936.	Year 1937.	Year 1938.	Year 1939.	1940.	
										Mar. Qtr.	June Qtr.
NEW SOUTH WALES—											
Sydney ..	1,046	1,073	832	842	852	866	889	913	936	946	970
Newcastle ..	1,041	1,028	819	834	856	853	849	877	901	914	941
Broken Hill ..	975	1,018	806	819	819	848	893	940	955	954	980
Goulburn ..	1,033	1,108	843	852	860	864	867	893	916	921	946
Bathurst ..	947	979	801	807	814	833	842	860	883	894	918
Weighted Average, 5 Towns ..	1,042	1,067	830	841	852	865	886	911	933	943	968
VICTORIA—											
Melbourne ..	1,003	1,017	789	801	824	844	868	896	924	934	963
Ballarat ..	992	957	760	781	803	826	839	850	874	882	903
Bendigo ..	1,002	969	789	811	820	821	840	854	875	889	916
Geelong ..	1,019	980	772	782	824	848	855	884	911	915	939
Warrnambool ..	1,034	960	812	826	850	851	856	892	918	936	951
Weighted Average, 5 Towns ..	1,003	1,011	787	801	824	843	866	893	920	930	959
QUEENSLAND—											
Brisbane ..	923	923	751	762	780	804	837	852	870	887	900
Toowoomba ..	949	916	778	785	785	802	840	843	858	874	890
Rockhampton ..	972	904	752	759	776	802	840	853	867	887	900
Townsville ..	1,025a	939a	762a	759a	789a	810a	883	902	918	932	947
Bundaberg ..	994b	931b	757b	761b	769b	779b	809	831	847	860	873
Weighted Average 5 Towns ..	941	922	753	764	780	803	840	854	871	888	902
SOUTH AUSTRALIA—											
Adelaide ..	989	1,037	789	806	820	839	859	888	906	912	934
Kadina, etc. ..	998	943	747	758	763	765	769	786	810	811	826
Port Pirie ..	1,025	980	762	778	789	813	844	868	896	894	914
Mount Gambler ..	1,029	963	800	800	809	818	830	849	872	866	887
Peterborough ..	948	1,043	832	832	833	843	851	868	897	901	918
Weighted Average, 5 Towns ..	992	1,030	787	804	817	835	855	883	902	907	929
WESTERN AUSTRALIA—											
Perth, etc. ..	1,008	1,026	811	830	834	856	869	882	901	902	932
Kalgoorlie, etc. ..	1,048	1,032	937	975	1,011	1,027	1,030	1,048	1,066	1,064	1,092
Northam ..	1,030	1,022	814	825	829	860	890	900	915	912	943
Bunbury ..	1,045	978	824	843	865	880	897	914	936	934	963
Geraldton ..	1,056	1,051	851	866	886	933	970	957	965	958	983
Weighted Average, 5 Towns ..	1,020	1,026	825	842	848	870	884	897	915	916	945
TASMANIA—											
Hobart ..	1,070	1,000	825	837	849	860	875	887	908	918	938
Launceston ..	1,067	967	817	828	834	840	856	872	888	898	921
Burnie ..	1,003	966	775	780	792	814	854	865	879	890	927
Devonport ..	904	948	773	787	801	809	833	848	861	869	886
Queenstown ..	1,031	972	867	876	873	850	857	875	903	914	929
Weighted Average, 5 Towns ..	1,057	986	820	831	841	850	866	879	898	909	929
Weighted Average, 30 Towns ..	1,013	1,026	803	816	831	848	871	894	917	927	951
Weighted Average, 6 Capital Cities ..	1,013	1,033	804	817	832	850	873	897	920	930	954

(a) Charters Towers.

(b) Warwick.

3. Retail Price Index-Numbers : Capital Cities, 1914 to 1920.—The next table gives index-numbers representing the variations in the prices, in each capital city, of all items of household consumption combined. The index-numbers for the clothing and miscellaneous groups were compiled from data collected by the Royal Commission on the Basic Wage.

RETAIL PRICE INDEX—NUMBERS : CAPITAL CITIES ("C" SERIES). ALL ITEMS OF HOUSEHOLD CONSUMPTION.

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

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

4. Relative Cost of Each Group of Items.—The following table shows for the towns covered by this Series of index-numbers the relative cost of each of the groups of household consumption :—

RETAIL PRICE INDEX-NUMBERS: ("C" SERIES). ALL ITEMS OF HOUSEHOLD CONSUMPTION. RELATIVE COST OF EACH GROUP OF ITEMS.

(Base : Weighted Average Cost of All Groups in each Town = 1,000.)

State and Town.	1938.					1939.				
	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.
NEW SOUTH WALES—										
Sydney	356	254	201	189	1,000	360	255	199	186	1,000
Newcastle	380	227	203	190	1,000	386	228	201	185	1,000
Broken Hill	418	180	195	207	1,000	418	184	195	203	1,000
Goulburn	377	226	209	188	1,000	390	220	206	184	1,000
Bathurst	376	221	211	192	1,000	383	221	210	186	1,000
Weighted Average 5 Towns	359	251	200	190	1,000	363	252	198	187	1,000
VICTORIA—										
Melbourne	355	241	201	203	1,000	368	239	197	196	1,000
Ballarat	374	189	218	219	1,000	387	189	214	210	1,000
Bendigo	375	192	214	219	1,000	383	194	210	213	1,000
Geelong	362	223	207	208	1,000	375	222	204	199	1,000
Warrnambool ..	360	236	205	199	1,000	375	232	201	192	1,000
Weighted Average 5 Towns	357	237	202	204	1,000	368	236	199	197	1,000
QUEENSLAND—										
Brisbane	354	228	212	206	1,000	357	227	213	203	1,000
Toowoomba	340	227	216	217	1,000	345	228	215	212	1,000
Rockhampton ..	371	201	217	211	1,000	375	201	218	206	1,000
Townsville	372	220	203	205	1,000	377	217	205	201	1,000
Bundaberg	383	174	220	223	1,000	387	175	221	217	1,000
Weighted Average 5 Towns	357	224	212	207	1,000	361	222	213	204	1,000
SOUTH AUSTRALIA—										
Adelaide	349	226	212	213	1,000	357	226	208	209	1,000
Kadina, etc. ..	417	113	237	233	1,000	432	111	231	226	1,000
Port Pirie	389	183	215	213	1,000	401	183	210	206	1,000
Mount Gambier ..	372	187	219	222	1,000	387	182	215	216	1,000
Peterborough ..	373	197	215	215	1,000	394	194	207	205	1,000
Weighted Average 5 Towns	353	220	213	214	1,000	361	221	208	210	1,000
WESTERN AUSTRALIA—										
Perth, etc. ..	367	229	205	199	1,000	375	225	203	197	1,000
Kalgoorlie, etc. ..	361	291	177	171	1,000	369	286	176	169	1,000
Northam	374	226	204	196	1,000	383	224	202	191	1,000
Bunbury	362	251	203	184	1,000	372	248	200	180	1,000
Geraldton	348	255	193	204	1,000	353	255	194	198	1,000
Weighted Average 5 Towns	366	235	203	196	1,000	374	233	200	193	1,000
TASMANIA—										
Hobart	357	238	210	195	1,000	366	235	207	192	1,000
Launceston	367	222	211	200	1,000	370	222	211	197	1,000
Burnie	382	222	212	184	1,000	386	219	210	185	1,000
Devonport	385	206	219	190	1,000	390	205	216	189	1,000
Queenstown	402	208	212	178	1,000	406	206	207	181	1,000
Weighted Average 5 Towns	364	230	210	196	1,000	371	228	208	193	1,000
Weighted Average for 30 Towns	358	239	204	199	1,000	365	239	202	194	1,000
Weighted Average 6 Capital Cities	356	243	203	198	1,000	363	242	201	194	1,000
Charters Towers (Q.) ..	395	136	222	247	1,000	395	152	215	238	1,000
Warwick (Q.)	367	176	226	231	1,000	371	185	220	224	1,000
Port Augusta (S.A.) ..	397	173	217	213	1,000	405	175	212	208	1,000

5. Retail Price Index-Numbers in Terms of Currency : Capital Cities, 1914 to 1940.— In each part of the following table the average cost of the particular regimen in the six capital cities during the five-yearly period 1923-27 has been equated to a base of 20s. od. The figures measure the variations in the prices of (i) food and groceries, (ii) housing (4 and 5 rooms), (iii) food, groceries and housing, combined, (iv) clothing, (v) miscellaneous household requirements and (vi) all items of household consumption combined.

RETAIL PRICE INDEX-NUMBERS IN TERMS OF CURRENCY : CAPITAL CITIES ("C" SERIES).

(Base of each Group : Weighted Average of Six Capital Cities, 1923-27 = 20s. od.)

Period.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Cities.
FOOD AND GROCERIES.							
1914	s. d. 22 11	s. d. 12 2	s. d. 12 1	s. d. 13 7	s. d. 14 7	s. d. 13 7	s. d. 12 10
1921	21 3	21 3	20 3	21 4	22 4	22 8	21 3
1935	16 10	15 8	15 3	15 7	16 5	15 10	16 1
1936	17 0	16 2	15 10	16 0	17 1	16 6	16 6
1937	17 4	16 9	16 7	16 6	17 7	17 5	17 0
1938	18 1	17 8	16 9	17 3	18 0	17 7	17 9
1939	18 9	18 10	17 3	17 11	18 9	18 6	18 6
1939 { March Qtr.	18 11	19 0	17 8	18 2	18 7	18 3	18 8
June ..	18 7	18 10	17 2	18 1	19 0	18 5	18 6
Sept. ..	18 7	18 8	17 1	17 9	18 11	18 4	18 5
Dec. ..	18 10	18 10	17 2	17 9	18 6	18 10	18 6
1940 { March ..	18 8	18 5	17 6	17 7	18 5	18 4	18 4
June ..	19 2	19 1	17 8	18 3	19 1	18 8	18 11

HOUSING (4 AND 5 ROOMS).							
1914	15 2	12 7	9 4	13 1	11 9	10 4	13 3
1921	19 9	16 5	12 7	16 2	14 9	17 7	17 3
1935	17 10	17 0	14 5	14 9	15 10	17 10	16 9
1936	18 7	17 8	15 4	15 11	16 11	18 2	17 7
1937	19 4	18 2	16 5	16 8	17 3	18 0	18 3
1938	20 1	18 8	16 10	17 4	17 5	18 3	18 10
1939	20 8	19 1	17 1	17 9	17 7	18 6	19 4
1939 { March Qtr.	20 6	19 0	17 0	17 8	17 7	18 5	19 2
June ..	20 8	19 1	17 1	17 9	17 7	18 6	19 3
Sept. ..	20 9	19 2	17 1	17 10	17 7	18 6	19 4
Dec. ..	20 10	19 2	17 1	17 10	17 8	18 7	19 5
1940 { March ..	20 10	19 3	17 1	17 10	17 8	18 8	19 5
June ..	20 16	19 4	17 2	17 10	17 8	18 8	19 5

FOOD, GROCERIES AND HOUSING (4 AND 5 ROOMS).

1914	13 9	12 4	11 2	13 5	13 7	12 5	13 0
1921	20 9	19 5	17 6	19 6	19 8	20 11	19 10
1935	17 2	16 2	14 11	15 3	16 2	16 7	16 4
1936	17 7	16 8	15 7	15 11	17 0	17 1	16 11
1937	18 1	17 3	15 6	16 6	17 5	17 7	17 5
1938	18 10	18 0	16 9	17 3	17 9	17 10	18 1
1939	19 5	18 11	17 2	17 10	18 3	18 5	18 9
1939 { March Qtr.	19 6	19 0	17 5	17 11	18 2	18 3	18 10
June ..	19 4	18 11	17 1	17 11	18 5	18 5	18 9
Sept. ..	19 5	18 10	17 1	17 9	18 4	18 4	18 9
Dec. ..	19 6	18 11	17 1	17 9	18 2	18 8	18 10
1940 { March ..	19 6	18 9	17 4	17 8	18 1	18 5	18 9
June ..	19 9	19 2	17 5	18 1	18 6	18 8	19 1

RETAIL PRICE INDEX—NUMBERS IN TERMS OF CURRENCY: CAPITAL CITIES ("C" SERIES)—*continued.*

(Base of each Group : Weighted Average of Six Capital Cities, 1923-27 = 20s. od.)

Period.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Cities.
CLOTHING.							
1914	15 1	15 7	13 2	15 1	14 0	16 6	15 1
1921	25 1	25 5	22 6	23 11	24 8	28 7	24 11
1935	14 11	15 11	15 5	17 1	16 6	18 1	15 8
1936	15 7	15 10	15 7	16 8	16 4	17 2	15 10
1937	16 4	16 1	15 11	16 5	16 1	16 5	16 3
1938	16 8	16 5	16 6	17 2	16 6	17 0	16 7
1939	16 10	16 8	16 10	17 3	16 8	17 1	16 10
1939 { March Qtr.	16 8	16 5	16 7	17 2	16 6	17 0	16 8
June ..	16 10	16 5	16 8	17 3	16 6	17 1	16 9
Sept. ..	16 10	16 6	16 8	17 3	16 9	17 0	16 9
Dec. ..	17 1	17 3	17 4	17 5	16 10	17 4	17 2
1940 { March ..	17 8	17 11	17 11	17 11	17 1	17 9	17 9
June ..	18 6	19 2	18 7	18 8	18 3	18 10	18 9

MISCELLANEOUS.

1914	15 4	14 7	14 7	15 5	15 7	14 0	15 0
1921	20 2	20 5	18 11	20 8	20 7	18 8	20 2
1935	19 6	18 5	18 1	19 6	18 7	17 1	18 11
1936	19 0	18 11	18 4	19 10	18 8	17 8	18 11
1937	18 0	19 7	18 10	20 5	18 11	18 0	19 2
1938	18 9	19 8	18 11	20 6	19 0	18 8	19 3
1939	18 10	19 6	19 1	20 5	19 1	18 9	19 3
1939 { March Qtr.	18 9	19 7	19 0	20 5	19 0	18 7	19 2
June ..	18 9	19 6	19 1	20 5	19 0	18 9	19 3
Sept. ..	18 9	19 6	19 1	20 5	19 1	18 10	19 3
Dec. ..	18 10	19 8	19 2	20 6	19 2	18 11	19 4
1940 { March ..	19 0	19 9	19 4	20 9	19 4	19 2	19 6
June ..	19 8	20 1	19 7	21 0	19 9	19 5	19 11

ALL ITEMS OF HOUSEHOLD CONSUMPTION.

1914	14 3	13 5	12 3	14 0	14 2	13 9	13 9
1921	20 11	20 1	18 6	19 9	20 2	21 5	20 3
1935	17 1	16 6	15 7	16 5	16 8	17 0	16 8
1936	17 4	16 11	16 1	16 9	17 1	17 2	17 0
1937	17 9	17 4	16 9	17 2	17 5	17 6	17 6
1938	18 3	17 11	17 1	17 9	17 8	17 9	17 11
1939	18 9	18 6	17 5	18 1	18 0	18 2	18 5
1939 { March Qtr.	18 8	18 6	17 6	18 2	17 11	18 0	18 5
June ..	18 8	18 5	17 4	18 2	18 1	18 2	18 4
Sept. ..	18 8	18 4	17 4	18 1	18 1	18 1	18 4
Dec. ..	18 10	18 8	17 6	18 1	18 0	18 5	18 6
1940 { March ..	18 11	18 8	17 9	18 3	18 0	18 4	18 7
June ..	19 5	19 3	18 0	18 8	18 8	18 0	19 1

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

1. **General.**—To supplement the information collected monthly for the 30 towns specified in the preceding sections a special investigation into prices in 70 additional towns was undertaken in November, 1913. 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 was further increased to 170. Information in regard to prices obtained in November each year relates at present, therefore, to 200 towns. The results of the first investigation were published in *Labour Bulletin* No. 5 (pp. 26-33), and details respecting succeeding investigations are incorporated in the *Labour Bulletins* and *Reports* issued subsequently by this Bureau.

In issues of the *Official Year Book* prior to No. 31, 1938, information is given regarding movements in the rents of 4-roomed and 5-roomed houses. While the index-numbers were useful in a general way as a measure of changes in rents in any one town from time to time, there has been an increasing tendency to regard them as an adequate measure of the relative absolute levels of rents in different towns at any given date. In order to prevent such a misuse of the figures, and because of increasing doubts as to the ability of the Bureau, except at prohibitive cost, to ensure that returns of rents from all these towns shall be based on continuously representative samples, it has reluctantly been decided to limit the information collected to the prices of food and groceries. Should any industrial tribunal desire further information on house rentals in any of these towns, the Bureau will be prepared to consider requests for special investigations by its staff of field officers.

2. **Retail Price Index-Numbers : 200 Towns, 1935 to 1939.** In the following table the base of the index-numbers has been changed from that used in issues of the *Official Year Book* prior to No. 31 of 1938. The new base is the weighted average cost of food and groceries in the six capital cities in the period 1923-27.

RETAIL PRICE INDEX-NUMBERS—(200 TOWNS SERIES) : FOOD AND GROCERIES.

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

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
NEW SOUTH WALES—					
Albury	803	857	864	930	999
Armidale	821	811	853	890	938
Ballina	812	853	852	930	978
Bathurst(a)	842	838	861	914	947
Bega	851	863	875	937	984
Berry	874	873	880	956	964
Blackheath	882	920	927	977	991
Bourke	873	901	913	1,002	1,017
Bowral	848	861	887	954	976
Broken Hill(a)	929	977	1,036	1,128	1,079
Casino	855	900	900	979	974
Cessnock	846	849	858	924	957
Cobar	1,012	1,031	1,038	1,109	1,057
Cooma	895	879	883	990	1,008
Coonamble	918	961	921	990	960

(a) Information also available monthly for these towns.

INDEX-NUMBERS—200 TOWNS SERIES: FOOD AND GROCERIES—*continued.*

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
NEW SOUTH WALES—<i>continued.</i>					
Cootamundra	824	849	829	944	939
Corrimal	834	876	884	920	961
Cowra	844	860	873	953	963
Cronulla	859	876	886	901	967
Deniliquin	883	907	967	995	994
Dubbo	842	848	863	892	929
Forbes	883	862	863	918	924
Gilgandra	873	864	881	938	945
Glen Innes	807	814	819	873	886
Goulburn(a)	846	855	888	952	996
Grafton	824	854	888	913	931
Grenfell	830	837	841	923	945
Griffith	913	940	936	983	978
Gulgong	821	855	839	883	985
Gunnedah	829	842	833	870	912
Hay	903	931	906	1,010	982
Inverell	848	802	831	878	908
Junee	828	876	914	922	993
Katoomba	867	885	915	970	983
Kempsey	803	811	836	889	953
Kiama	887	904	911	965	1,005
Kurri Kurri	808	839	838	919	945
Lecton	886	894	926	978	1,024
Lismore	834	886	918	994	990
Lithgow(a)	859	809	873	961	947
Maitland	833	832	835	906	930
Moree	886	904	894	956	997
Moss Vale	844	849	895	922	947
Mudgee	819	840	860	922	995
Narrabri	877	894	901	954	1,011
Narrandera	864	898	896	977	982
Newcastle(a)	880	869	882	940	969
Nowra	901	899	887	983	959
Orange	817	812	815	918	950
Parkes	843	859	903	964	961
Penrith	806	818	825	868	914
Port Kembla	866	908	905	963	996
Portland	862	857	877	903	941
Queanbeyan	884	905	953	1,000	1,022
Quirindi	864	866	890	909	957
Richmond	826	816	827	826	876
Scone	836	861	871	893	979
Singleton	826	813	830	900	917
Sydney(a)	851	863	877	909	943
Tamworth	806	806	829	895	923

(a) Information also available monthly for these towns.

INDEX-NUMBERS—200 TOWNS SERIES: FOOD AND GROCERIES—*continued.*

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
NEW SOUTH WALES—<i>con-</i>					
<i>tinued.</i>					
Taree	848	864	889	922	978
Temora	804	823	862	961	1,024
Tenterfield	831	865	864	936	919
Tumut	832	837	842	947	967
Ullmarra	852	892	885	969	921
Wagga Wagga	835	850	884	935	964
Walcha	927	845	866	910	927
Wellington	818	828	829	851	900
Weston	818	835	841	913	962
Windsor	850	851	864	892	881
Wollongong	829	853	878	955	978
Wyalong	862	870	895	966	998
Yaas	850	837	887	978	956
Young	855	843	867	948	947
Weighted Average for State (74 Towns)	852	863	878	919	950
VICTORIA—					
Ararat	855	918	910	942	985
Bacchus Marsh	820	860	887	920	968
Bairnsdale	862	880	879	912	991
Ballarat(a)	818	872	860	886	963
Beechworth	828	885	890	969	970
Benalla	850	880	905	945	1,003
Bendigo(a)	812	856	853	904	952
Camperdown	849	863	868	932	996
Casterton	845	888	873	957	1,005
Castlemaine	828	845	848	884	949
Colac	817	842	850	907	972
Creswick	838	859	863	882	938
Daylesford	813	843	865	922	951
Dunolly	835	889	872	909	948
Echuca	824	846	857	921	993
Euroa	845	875	878	975	996
Geelong(a)	796	833	857	914	973
Hamilton	855	911	885	958	1,009
Healesville	831	892	917	947	995
Horsham	873	926	916	928	1,038
Kerang	869	895	927	941	998
Koroit	828	836	840	896	964
Korumburra	783	835	859	895	994
Kyneton	785	851	870	921	971
Lilydale	845	884	881	915	999

(a) Information also available monthly for these towns

INDEX-NUMBERS—200 TOWNS SERIES: FOOD AND GROCERIES—*continued.*

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
VICTORIA—<i>continued.</i>					
Malfra	825	901	865	925	1,008
Maldon	848	876	888	953	1,009
Maryborough	811	888	891	978	990
Melbourne(a)	797	833	848	896	958
Mildura	903	938	977	992	991
Morwell	842	858	887	922	977
Nhill	913	956	933	967	961
Orbost	870	912	919	968	1,053
Portland	863	863	862	903	1,008
Port Fairy	820	862	840	911	998
St. Arnaud	875	930	930	997	1,040
Sale	827	895	890	958	1,004
Seymour	880	901	937	991	1,032
Shepparton	819	864	880	954	1,002
Stawell	911	949	934	1,007	1,034
Swan Hill	874	918	924	969	996
Terang	875	863	885	924	968
Traralgon	816	839	834	878	954
Wangaratta	827	880	879	955	1,016
Warracknabeal	828	858	881	936	992
Warragul	820	827	845	905	965
Warrnambool(a)	785	844	834	910	974
Wonthaggi	804	895	913	946	983
Weighted Average for State (48 Towns)	803	841	854	902	963
QUEENSLAND—					
Ayr	825	841	867	913	940
Barcaldine	938	959	959	993	1,028
Bowen	885	902	902	961	995
Brisbane(a)	780	820	835	824	854
Bundaberg(a)	803	874	873	875	904
Cairns	887	915	914	949	977
Charleville	949	989	969	970	992
Charters Towers(a)	876	889	887	933	956
Chillagoe	900	915	946	944	1,007
Cloncurry	1,030	1,026	1,031	1,050	1,069
Cooktown	963	986	989	1,003	1,057
Cunnamulla	927	938	921	951	970
Dalby	807	870	836	835	896
Gayndah	851	907	867	895	926
Gladstone	827	871	870	903	920
Goondiwindi	889	914	868	893	916
Gympie	857	849	840	859	901
Hughenden	919	931	925	989	1,032
Innisfail	943	974	995	978	984
Ipswich	785	820	825	824	857

(a) Information also available monthly for these towns.

INDEX-NUMBERS—200 TOWNS SERIES: FOOD AND GROCERIES—*continued.*

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
QUEENSLAND—<i>continued.</i>					
Longreach	978	990	993	1,009	1,040
Mackay	872	898	895	916	952
Maryborough	794	828	835	849	887
Mount Morgan	855	891	880	902	911
Nambour	834	844	863	883	892
Rockhampton(a)	839	864	877	863	885
Roma	877	885	870	921	952
Stanthorpe	803	817	830	868	911
Toowoomba(a)	751	800	789	781	815
Townsville(a)	887	904	921	933	948
Warwick(a)	792	820	795	822	858
Winton	931	951	903	1,021	1,021
Weighted Average for State (32 Towns)	806	841	850	849	879
SOUTH AUSTRALIA—					
Adelaide(a)	784	804	833	860	883
Burra (Kooringa)	868	879	899	911	949
Freeling	804	823	845	856	883
Gawler	772	814	827	840	872
Kadina, Moonta, Wallaroo	868	890	897	915	981
Kapunda	793	812	836	848	892
Millicent	805	820	918	875	951
Mount Gambier(a)	802	815	847	907	976
Murray Bridge	763	776	810	839	877
Peterborough(a)	816	851	884	910	984
Port Augusta(a)	892	926	945	949	996
Port Pirie(a)	811	896	915	950	986
Quorn	848	841	853	881	943
Renmark	920	919	906	931	988
Victor Harbour	815	839	852	857	900
Weighted Average for State (15 Towns)	791	813	841	867	895
WESTERN AUSTRALIA—					
Albany	884	896	892	911	947
Beverley	890	918	963	956	972
Bridgetown	930	955	973	971	1,002
Broome	1,142	1,180	1,181	1,184	1,211
Bunbury(a)	845	873	896	931	961
Carnarvon	1,032	1,082	1,127	1,128	1,143
Collie	855	901	874	894	945
Geraldton(a)	840	960	924	901	926
Greenbushes	946	960	937	965	984
Kalgoorlie and Boulder(a)	981	1,006	1,002	1,056	1,076

(a) Information also available monthly for these towns

INDEX-NUMBERS—200 TOWNS SERIES: FOOD AND GROCERIES—*continued.*

State and Town.	1935. November.	1936. November.	1937. November.	1938. November.	1939. November.
WESTERN AUSTRALIA—<i>con- tinued.</i>					
Katanning	829	884	872	904	930
Leonora and Gwalia	1,094	1,140	1,168	1,172	1,193
Meekatharra	1,088	1,143	1,164	1,124	1,153
Narrogin	863	910	884	918	968
Northam(a)	850	910	905	931	954
Perth and Fremantle(a)..	813	863	866	888	919
Wagin	856	924	870	908	959
York	859	848	867	922	946
Weighted Average for State (18 Towns)	835	882	884	907	937
TASMANIA—					
Beaconsfield	818	841	830	912	879
Burnie(a)	837	883	906	923	961
Campbelltown	860	878	872	904	914
Deloraine	787	795	824	854	852
Devonport(a)	824	873	895	936	938
Franklin	896	868	905	911	969
Hobart(a)	797	874	889	891	944
Lyunceston(a)	793	844	870	908	921
New Norfolk	830	909	891	892	950
Queenstown(a).. ..	900	920	922	1,000	1,018
Scottsdale	780	814	829	853	901
Ulverstone	812	888	867	889	925
Zeehan(a)	943	981	983	1,001	1,026
Weighted Average for State (13 Towns)	805	867	884	903	938
Australian Capital Territory					
Canberra(a) (b).. ..	931	949	965	1,026	1,040
Weighted Averages—					
Australia (200 Towns) ..	825	851	865	906	939
Thirty Towns	820	847	862	895	935
Six Capitals	817	843	859	890	932

(a) Information also available monthly for these towns.

(b) Not in Weighted Averages.

§ 6. Changes in the Regimen.

Since the original compilation of retail price indexes by the Bureau, the regimens of the several groups and sections have undergone some modifications. These are briefly referred to in the following paragraphs.

(i) *Food and Groceries.*—The regimen for food and groceries was originally introduced in 1912, and the first revision was made in the September quarter of 1932. A second revision took place in the September quarter of 1936, as part of the general revision of the regimen by the Conference of Statisticians of April, 1936. The main features of this revision are referred to in (iv) below.

(ii) *Housing.* The housing constituent of the regimen has also been revised. Originally the rentals of all houses from "3 rooms and under" to "8 rooms and over" were tabulated, and they were continuously used in the "A" series index from 1912 to 30th June, 1938, when this series was discontinued. They were also used in the "All Items" index up to and including the year 1924. From the following year rentals of 4 and 5-roomed houses only were used in the "C" series index, and in the same year they were combined with food and groceries to form the "B" series index.

Since the December quarter of 1936, following on the resolutions of the 1936 Conference of Statisticians, the rentals of 4 and 5-roomed houses in certain towns have been collected and tabulated on a somewhat different basis from that previously used. The returns in the twelve more important cities and towns show the rents of individual houses, on the basis of which variations from a pre-determined standard are measured. This standard, the change in which has affected the index-numbers only in respect of the relative levels of rents in the different towns, and in respect of their absolute height, was determined by means of a special investigation of the 1933 Census data relating to rentals of 4 and 5-roomed wood and brick houses occupied by fully-employed wage and salary earners. This method not being generally applicable to the circumstances of small country towns, on account of the greater diversity of average "quality" of houses, the level of rents in these towns has been determined from a sample of houses selected by house-agents in accordance with definite standards laid down. The variations in rentals from this standard are measured in the same manner as described above for the twelve more important cities and towns.

(iii) *Clothing and Miscellaneous.* The regimen for clothing and miscellaneous household requirements was originally introduced in 1921, and the first revision was made in the March quarter of 1935. A second revision took place in the September quarter of 1936, as part of the general revision of the regimen by the Conference of Statisticians of April, 1936. Some minor alterations have since been made in the regimen.

(iv) *Revision of the Regimen by the Conference of Statisticians of April, 1936.* This revision was of a comprehensive nature. Conference not only recommended extensive revisions of the regimen from which the indexes are compiled, but also considered methods of collection and compilation. As a result of its deliberations, and subsequent discussions by correspondence, many improvements and refinements were introduced.

The changes in the regimen were made with a view to improving the index-numbers as measures of price variations. They comprised chiefly the elimination or replacement of articles no longer in demand, or which experience had shown to be unsuitable media for the measurement of price variations; the alteration of units of quantity in certain cases to conform with those in most general use; the adjustment of the mass unit allotted to certain articles to bring them into accord with present-day consumption habits; and the re-adjustment of the population weights applicable to the several groups and sections of the regimen in accordance with the results of the 1933 Census. Definite grades or qualities were also established for each article in the regimen, to ensure that quotations should be given, as far as possible, for the same article at all times and in all places. Improved methods of collecting and weighting average house rentals were also adopted (see (ii) above). The resolutions of the Conference were reprinted in Appendix XI. of *Labour Report* No. 27.

B.—WHOLESALE PRICES AND PRICE INDEXES.

§ 1. Melbourne Wholesale Price Index.

1. General. The data on which this section is based relate almost entirely to wholesale prices in Melbourne. An index of Sydney wholesale prices is compiled by the Government Statistician of New South Wales, and published in the *Year Book* and the *Monthly Summary of Business Statistics* of that State.

The index of Melbourne wholesale prices was first computed in 1912, and has been continued on the same lines since that year. The items included in the Melbourne wholesale price index comprise chiefly basic materials which in the form of raw material,

food, or as a source of power, enter into production for home consumption. The purpose of the index, therefore, is to measure the changes in the prices of these particular materials rather than the changes in prices generally. As Australia does not, to any extent, manufacture from imported raw materials commodities for export, the local consumption appears to give the most appropriate weighting. Any lack of uniformity in the variations of the index-numbers for these wholesale prices and for retail prices would indicate broadly changes in the relation of manufacturing and distributing charges to the cost of basic materials.

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

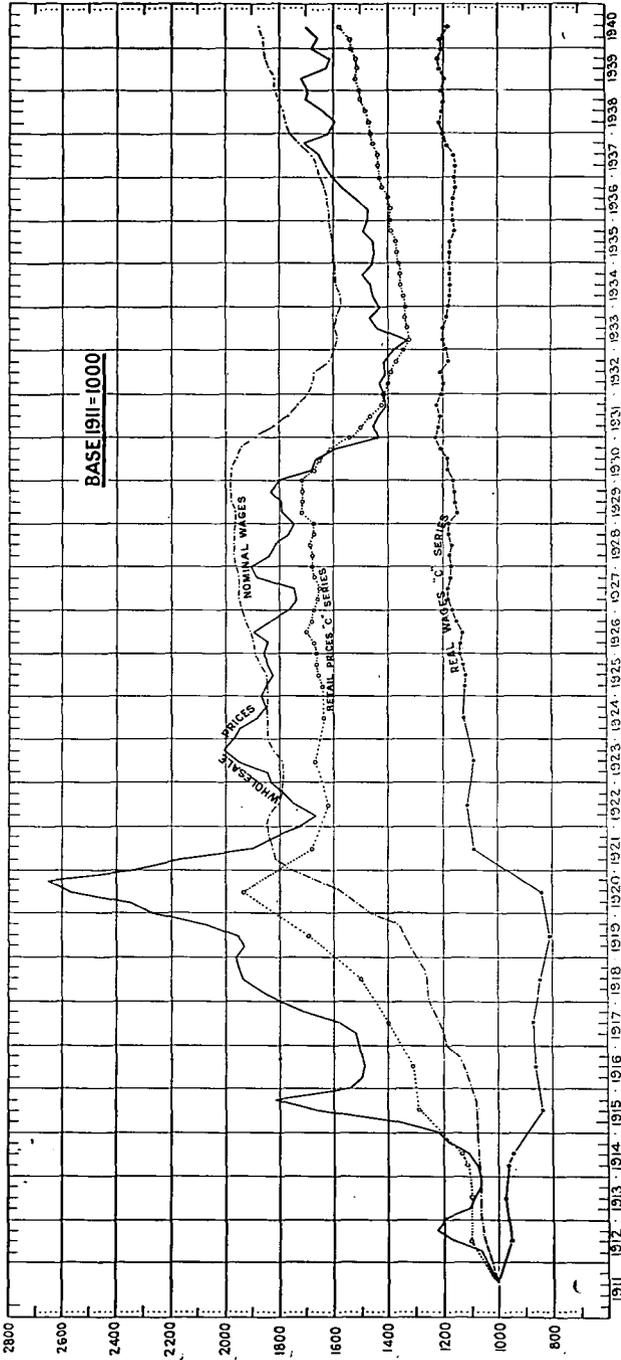
INDEX-NUMBERS: MELBOURNE WHOLESALE PRICES, 1861 TO 1940.

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

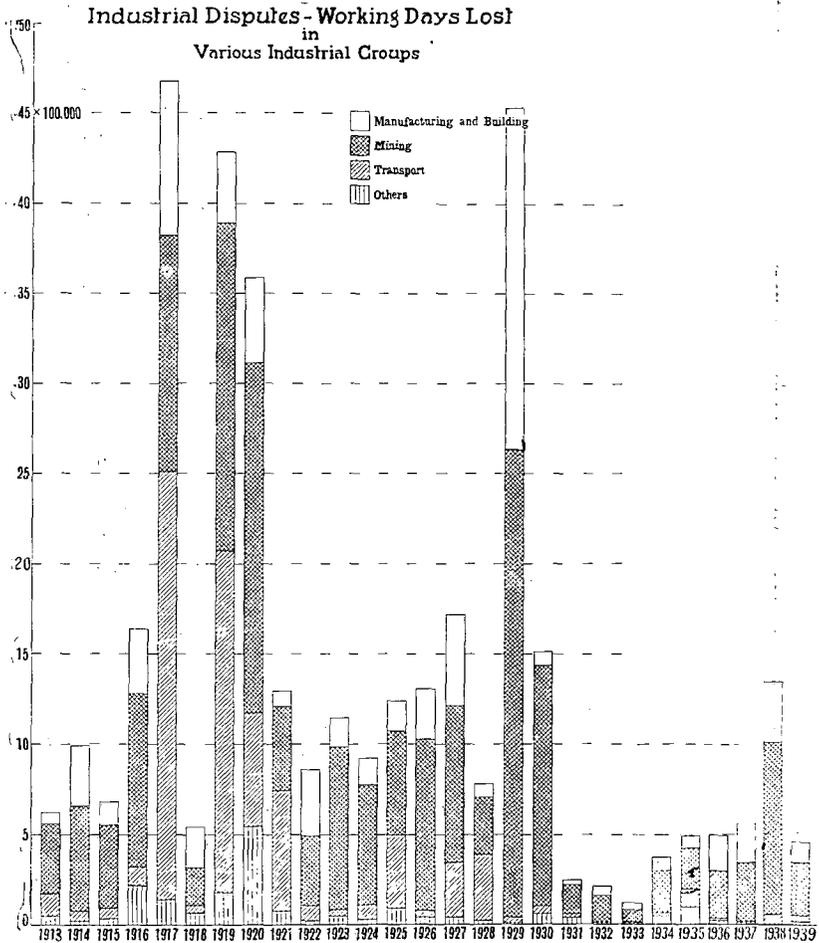
Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agricultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Materials.	VIII. Chemicals.	All Groups.	
1861	..	1,438	1,381	1,583	1,008	1,063	..	1,070	2,030	1,538
1871	..	1,096	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881	..	1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,221
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	1,192	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	2,393	1,903
1922	..	1,942	1,681	1,628	1,648	1,869	1,787	2,005	1,965	1,758
1923	..	1,826	2,148	1,778	1,837	1,746	2,579	2,025	1,933	1,944
1924	..	1,835	2,418	1,647	1,655	1,721	2,223	1,815	1,806	1,885
1925	..	1,852	1,967	1,797	1,636	1,723	2,212	1,711	1,790	1,844
1926	..	1,938	1,582	2,001	1,784	1,731	1,931	1,665	1,816	1,832
1927	..	1,962	1,650	1,826	1,823	1,724	2,111	1,624	1,866	1,817
1928	..	1,912	1,781	1,726	1,751	1,707	2,015	1,744	1,923	1,792
1929	..	1,912	1,556	1,792	1,853	1,690	2,246	1,754	1,942	1,803
1930	..	1,866	1,127	1,484	1,627	1,666	2,025	1,875	1,982	1,596
1931	..	1,826	1,039	1,121	1,399	1,794	1,508	2,025	2,166	1,428
1932	..	1,736	1,000	1,230	1,303	1,767	1,348	2,043	2,127	1,411
1933	..	1,713	1,118	1,175	1,195	1,714	1,487	2,061	2,106	1,409
1934	..	1,660	1,261	1,288	1,274	1,735	1,540	2,015	2,018	1,471
1935	..	1,602	1,217	1,344	1,325	1,729	1,508	1,964	1,996	1,469
1936	..	1,566	1,331	1,480	1,351	1,731	1,684	1,969	1,997	1,543
1937	..	1,772	1,406	1,604	1,451	1,750	1,678	2,430	2,006	1,656
1938	..	1,746	1,051	1,789	1,549	1,747	1,871	2,238	2,059	1,662
1939	..	1,758	1,101	1,820	1,557	1,752	1,710	2,220	2,075	1,665
1940	..	1,854	1,386	1,568	1,567	1,784	1,882	2,890	2,298	1,717

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

WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1940.



EXPLANATION.—The index-numbers in the above graph are for the Six Capital Cities as a whole, with the exception of those for Wholesale Prices which are for Melbourne. They are all calculated to the common base 1911 = 1,000, the scale for which appears on the left of the graph. They are shown *quarterly* from 1912 in the case of the Wholesale Prices (Melbourne). The "C" Series Retail Prices (food, groceries, rent of 4 and 5 rooms, clothing and miscellaneous household expenditure) are shown *quarterly* from 1925. Nominal Wages are shown *quarterly* from 1914, and Real Wages *quarterly* from 1925 for the "C" Series.



EXPLANATION.—The scale refers to working days lost in hundred thousands. Thus, taking the year 1917, and comparing the shaded and blank sections 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.

§ 2. Basic Materials and Foodstuffs.

1. **General.**—As mentioned above, the Melbourne wholesale price index was first computed in 1912. Neither the component items nor the weighting have been varied. Consequently the index is a measure of changes in wholesale price levels based on usages which have altered substantially since the period on which the weighting was determined. As such it is useful as an indication of long-term trends over the past eighty years which it covers, on the assumption that the relative importance of component items remained constant. But it no longer serves as a measure of price variations from month to month or from year to year of commodities weighted in accordance with present day consumption. Reference to a description of the index published in the annual *Labour Report* will indicate that animal fodders preponderate in the "Agricultural Produce" group, while "Building Materials" include little besides imported timber. In other groups, some principal items have increased in consumption while others have decreased. It was resolved, therefore, at the Conference of Statisticians at Brisbane in 1930 that the time had come to revise and extend the items included in order to bring the index into line with changed conditions. An investigation to that end was commenced, and in the course of the past few years, many new price-series have been collected on a monthly basis back to January, 1928. Some of these have been incorporated in a new index of the prices of basic materials and foodstuffs, preliminary index-numbers of which are currently published in the *Monthly Review of Business Statistics*. Others are being incorporated in a number of "special-purpose" indexes, which it is hoped to publish in the future. Their construction has been delayed in order to make use, for weighting purposes, of the larger amount of information which is now becoming available as the result of the collection of more extensive statistics of factory production. The price quotations have in the main been obtained directly from manufacturers and dealers, and, with a few important exceptions, from Melbourne sources. Apart from home-produced building materials, coal and one or two minor commodities, however, the price movements may be taken as representative of fluctuations in wholesale prices of basic materials in most Australian markets. The weighting system adopted is based on average annual consumption during the years 1928-29 to 1934-35 inclusive. In the meantime, however, the original index has been continued on existing lines, as set out in § 1 of this chapter.

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

INDEX-NUMBERS: BASIC MATERIALS AND FOODSTUFFS, 1928-29 TO 1940-41.

(Base: 1928-29 = 1,000.)

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups.
1928-29 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1932-33 ..	823	1,022	586	976	604	1,000	745	1,066	732	815
1933-34 ..	808	794	792	917	697	991	788	977	755	811
1934-35 ..	766	842	609	840	674	981	816	1,009	749	814
1935-36 ..	725	895	774	816	766	981	857	1,037	776	840
1936-37 ..	758	925	920	814	903	1,044	910	1,088	828	892
1937-38 ..	798	951	776	824	844	1,098	932	1,117	815	911
1938-39 ..	807	944	633	833	806	1,024	961	1,087	862	916
1939-40 ..	827	1,083	806	880	1,013	1,144	936	1,214	859	944

INDEX—NUMBERS: BASIC MATERIALS AND FOODSTUFFS, 1928-29 TO
 1940-41—continued.

Period.	Metals and Coal.	Oils, Fats and Waxes.	Tex- tiles.	Chemi- cals.	Rubber and Hides.	Build- ing Ma- terials.	Food- stuffs and To- bacco.	Goods princi- pally Im- ported.	Goods princi- pally Home Pro- duced.	All Groups.
1937-38—										
July ..	787	954	982	815	1,015	1,148	964	1,154	872	944
August ..	788	955	984	815	1,045	1,115	975	1,152	882	949
September ..	808	954	901	821	1,005	1,154	990	1,138	894	957
October ..	700	955	811	821	965	1,119	969	1,120	875	936
November ..	795	953	768	821	848	1,099	993	1,116	824	895
December ..	792	952	785	823	866	1,082	876	1,111	805	879
January ..	801	952	719	822	816	1,085	888	1,110	813	885
February ..	800	951	696	831	744	1,077	896	1,104	817	886
March ..	801	949	676	831	734	1,071	913	1,100	828	894
April ..	801	947	662	831	714	1,071	933	1,099	841	903
May ..	799	946	663	831	691	1,059	952	1,092	854	911
June ..	797	944	635	831	684	1,061	986	1,094	875	928
1938-39—										
July ..	801	945	655	831	750	1,019	1,001	1,086	887	936
August ..	802	944	648	831	772	1,023	1,027	1,107	899	949
September ..	803	943	624	831	772	1,016	990	1,096	876	929
October ..	806	943	635	832	847	1,028	963	1,087	865	918
November ..	806	943	643	832	840	1,028	916	1,084	833	893
December ..	803	942	621	832	809	1,028	995	1,087	822	886
January ..	811	941	624	833	821	1,028	936	1,103	840	903
February ..	795	944	635	834	812	1,028	957	1,079	860	912
March ..	814	944	624	835	819	1,028	1,017	1,077	906	947
April ..	814	945	621	835	802	1,022	990	1,077	886	932
May ..	814	946	625	835	809	1,022	915	1,081	834	893
June ..	814	947	645	835	818	1,013	914	1,080	834	893
1939-40—										
July ..	815	946	663	835	805	1,013	904	1,077	828	888
August ..	816	944	659	835	825	1,013	894	1,077	821	882
September ..	816	948	787	835	931	1,098	907	1,125	833	902
October ..	816	993	850	835	986	1,099	934	1,157	852	925
November ..	829	1,039	855	835	1,046	1,134	924	1,195	849	931
December ..	829	1,087	842	839	1,085	1,140	920	1,231	844	937
January ..	829	1,096	844	922	1,082	1,139	927	1,234	854	946
February ..	830	1,097	816	923	1,098	1,200	935	1,249	861	955
March ..	833	1,140	834	923	1,089	1,201	951	1,266	875	969
April ..	849	1,152	843	924	1,063	1,203	971	1,275	891	985
May ..	835	1,274	843	924	1,084	1,201	987	1,329	902	1,006
June ..	835	1,279	838	924	1,062	1,287	974	1,352	894	1,006
1940-41—										
July ..	835	1,280	836	1,006	1,052	1,287	970	1,361	893	1,007
August ..	835	1,275	825	1,014	1,050	1,359	986	1,373	907	1,020
September ..	835	1,272	838	1,014	1,051	1,359	993	1,368	912	1,023
October ..	841	1,282	850	1,012	1,059	1,359	994	1,398	907	1,027
November ..	841	1,282	848	1,019	1,112	1,359	962	1,392	889	1,011
December ..	841	1,286	852	1,019	1,106	1,359	977	1,409	895	1,020

C.—WAGES.

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

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

2. Awards, Determinations, Industrial Agreements.—The following table gives a summary for each of the years 1935 to 1939:—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.

State.	1935.		1936.		1937.		1938.		1939.	
	Awards or Determinations made.	Agreements Filed.								
New South Wales	44	31	52	39	63	42	64	38	64	17
Victoria	101	..	141	..	121	..	99	..	173	..
Queensland	46	22	61	..	37	46	38	38	50	25
South Australia	69	9	22	17	42	16	6	4	18	7
Western Australia	17	24	24	26	35	32	28	31	20	25
Tasmania	18	..	22	..	43	..	26	..	18	..
Commonwealth Court	69	13	32	13	38	11	31	13	31	21
Commonwealth Public Service Arbitrator	4	..	2	..	3	..	3	..	1	..
Total	368	99	356	132	391	143	295	124	375	95

3. Boards Authorized, Awards, etc., in Force.—(i) *Totals for Australia.* The following table gives particulars at the dates specified for all States of Boards authorized, and including operations under the Commonwealth and State Arbitration Acts, of the number of awards, determinations and industrial agreements in force:—

BOARDS AUTHORIZED, AWARDS, ETC. : AUSTRALIA.

Dates.	Boards Authorized.	Boards which have made Awards or Determinations.	Awards or Determinations In Force.(a)	Industrial Agreements In Force.
31st December, 1913	505	(b)386	(c)575	401
.. .. 1920	475	440	1,041	972
.. .. 1930	642	580	1,285	601
.. .. 1935	660	583	1,457	620
.. .. 1936	660	583	1,443	611
.. .. 1937	660	583	1,568	655
.. .. 1938	678	610	1,637	606
.. .. 1939	680	624	1,686	673

(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 industries 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 period under review. At the end of 1939, the number of awards or determinations and industrial agreements* in force had increased by 1,111 and 272 respectively over the number in force at 31st December, 1913.

* The registration of industrial agreements is not provided for under the Victorian and Tasmanian Acts, but such agreements may be registered and filed under the provisions of the Commonwealth Conciliation and Arbitration Act, and are operative within these States.

(ii) *Summary for States.* The following table gives particulars for each State and the Commonwealth of the number of Boards authorized, etc., for the years specified :—

BOARDS AUTHORIZED, AWARDS, ETC. : 1913 AND 1939.

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
		Court.	Pub. Ser. Arb.							
<i>Industrial and Wages—</i>										
Boards authorized ..	{ 1913 .. ..	..	..	216	135	75	56	..	23	505
	{ 1939 .. ..	..	..	(a) 323	192	..	76	29	60	680
Boards which have made Determinations ..	{ 1913 .. ..	..	..	123	123	74	47	..	19	386
	{ 1939 .. ..	..	..	(b) 280	189	..	66	29	60	624
<i>Awards and Determinations—</i>										
In force	{ 1913	17	..	265	127	73	54	18	21	575
	{ 1939	209	52	572	213	271	132	177	60	1,686
<i>Industrial Agreements—</i>										
In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1939	113	..	158	..	159	51	192	..	673
<i>Commonwealth Court Awards—</i>										
In force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1939 .. ..	..	..	128	157	65	117	46	87	..
<i>Commonwealth Agreements—</i>										
In force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1939 .. ..	..	..	24	44	20	14	13	37	..
<i>Commonwealth Public Service Arbitrator—</i>										
Determinations in force in each State	{ 1939 .. ..	..	..	46	42	36	39	36	35	..

(a) Under Industrial Arbitration Act (1926), Conciliation Committees have been appointed, and, at the end of 1939, 324 Committees were in operation. (b) Includes fourteen Demarcation Boards.

(iii) *Australian Capital Territory.* A reference to the operations of the Industrial Board in the Australian Capital Territory, which was created and issued its first award in 1922, appears in *Labour Report* No. 30, Chapter II., § 1.

§ 2. Rates of Wage and Hours of Labour.

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

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

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

2. Weekly Rates of Wage, 1935 to 1939.—(i) *General*. The arithmetical average of the rates of wage given in the Appendix referred to is taken for each industrial group. These averages are weighted in accordance with census results to give the average of all occupations for the States and for Australia.

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

WAGE RATES OF ADULT MALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1935 ..	84 2	79 9	88 5	77 11	86 7	81 0	83 0
" " 1936 ..	85 6	83 1	88 7	79 6	90 7	83 3	85 0
" " 1937 ..	92 1	88 1	92 8	85 10	93 1	87 0	90 4
" " 1938 ..	95 0	91 2	95 10	87 1	99 1	88 5	93 5
31st March, 1939 ..	95 0	91 4	95 10	87 4	99 6	88 7	93 7
30th June, 1939 ..	96 7	92 6	95 10	88 1	100 6	89 0	94 8
30th September, 1939 ..	95 10	93 8	97 4	89 2	100 4	89 3	95 0
31st December, 1939 ..	96 7	93 5	97 5	88 11	100 6	89 5	95 3

INDEX-NUMBERS.

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

31st December, 1935 ..	1,642	1,555	1,725	1,520	1,689	1,581	1,620
" " 1936 ..	1,668	1,621	1,729	1,552	1,768	1,625	1,659
" " 1937 ..	1,797	1,719	1,808	1,674	1,816	1,697	1,763
" " 1938 ..	1,854	1,780	1,870	1,700	1,933	1,725	1,823
31st March, 1939 ..	1,854	1,782	1,870	1,704	1,942	1,729	1,826
30th June, 1939 ..	1,885	1,805	1,870	1,719	1,962	1,737	1,847
30th September, 1939 ..	1,870	1,828	1,899	1,740	1,957	1,741	1,854
31st December, 1939 ..	1,885	1,823	1,900	1,735	1,962	1,745	1,858

Wages declined in all States during the three years 1931 to 1933, the average rates at 31st December of the latter year being approximately 17 per cent. less than those ruling at the end of 1930. Increases were granted in each of the States during the next six years and the weighted average nominal rate for Australia at 31st December, 1939, was 14s. 9d. per week more than in 1933 and only 1.6 per cent. below the average at 31st December, 1930. At the close of 1939, rates were highest in Western Australia, followed in the order named by Queensland, New South Wales, Victoria, Tasmania and South Australia. The highest weighted average rate for Australia was recorded at 30th September, 1929, namely, 101s. 5d. per week.

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

WAGE RATES OF ADULT MALES.

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

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

Industrial Group.	Weighted Average Nominal Weekly Rate of Wage and index-number at—							
	31st Dec., 1935.	31st Dec., 1936.	31st Dec., 1937.	31st Dec., 1938.	31st March, 1939.	30th June, 1939.	30th Sept., 1939.	31st Dec., 1939.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
I. Wood, Furniture, etc.	Wage .. 86/8	88/3	95/1	98/2	98/2	99/8	99/10	100/1
	Index-No. 1,691	1,722	1,855	1,916	1,916	1,944	1,947	1,953
II. Engineering, etc.	Wage .. 85/3	86/10	94/11	97/8	97/9	99/3	99/2	99/3
	Index-No. 1,663	1,694	1,852	1,906	1,907	1,930	1,935	1,936
III. Food, Drink, etc.	Wage .. 85/3	87/3	92/6	95/2	95/3	96/1	96/7	96/9
	Index-No. 1,664	1,702	1,805	1,857	1,858	1,876	1,885	1,888
IV. Clothing, Boots, etc.	Wage .. 80/9	81/4	89/0	91/9	91/9	92/8	92/7	93/2
	Index-No. 1,576	1,587	1,737	1,790	1,790	1,809	1,806	1,817
V. Books, Printing, etc.	Wage .. 100/11	104/4	108/7	112/0	112/0	113/3	114/0	114/3
	Index-No. 1,969	2,035	2,110	2,185	2,185	2,209	2,225	2,229
VI. Other Manufacturing	Wage .. 83/0	85/2	91/3	94/4	94/5	95/6	95/6	95/8
	Index-No. 1,619	1,661	1,780	1,840	1,843	1,864	1,864	1,867
VII. Building	Wage .. 94/1	95/7	101/7	104/6	104/9	105/7	105/11	106/5
	Index-No. 1,836	1,866	1,982	2,039	2,043	2,060	2,068	2,076
VIII. Mining, etc.	Wage .. 97/10	99/2	103/0	108/2	109/4	109/10	109/4	109/10
	Index-No. 1,908	1,935	2,010	2,111	2,133	2,144	2,132	2,142
IX. Railways, etc.	Wage .. 84/9	86/0	92/4	95/5	95/5	96/4	96/7	96/7
	Index-No. 1,653	1,677	1,802	1,862	1,862	1,879	1,884	1,884
X. Other Land Transport	Wage .. 80/1	81/8	88/3	91/7	91/7	92/10	92/10	92/10
	Index-No. 1,562	1,593	1,722	1,787	1,787	1,812	1,811	1,812
XI. Shipping, etc.(a)	Wage .. 85/2	86/8	95/6	97/6	97/6	98/6	98/5	98/6
	Index-No. 1,661	1,690	1,863	1,902	1,902	1,921	1,921	1,922
XII. Agricultural, etc.(b)	Wage .. 73/4	75/9	78/9	82/3	82/4	83/5	83/10	84/0
	Index-No. 1,431	1,478	1,537	1,604	1,606	1,628	1,636	1,639
XIII. Domestic, etc.(b)	Wage .. 76/8	79/1	85/3	88/3	88/3	89/4	89/8	89/11
	Index-No. 1,496	1,543	1,663	1,722	1,722	1,743	1,750	1,755
XIV. Miscellaneous	Wage .. 79/6	82/2	87/6	90/5	90/5	91/7	92/7	92/10
	Index-No. 1,552	1,603	1,707	1,764	1,764	1,788	1,807	1,811
All Industrial Groups	Wage .. 82/10	84/10	90/2	93/5	93/7	94/8	95/0	95/3
	Index-No. 1,617	1,656	1,760	1,823	1,826	1,847	1,854	1,858

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

The foregoing table shows that the highest average weekly wage at 31st December, 1939, was recorded in Group V. (Books, Printing, etc.), 114s. 3d. per week, followed by Groups VIII. (Mining, etc.), 109s. 10d., VII. (Building), 106s. 5d., I. (Wood, Furniture, etc.), 100s. 1d., II. (Engineering, etc.), 99s. 3d., XI. (Shipping, etc.), 98s. 6d., III. (Food, Drink, etc.), 96s. 9d., and IX. (Railways, etc.), 96s. 7d. The lowest average rate was recorded in Group XII. (Agricultural, etc.), 84s. 0d. During the year rates of wage increased in all groups, the greatest increases occurring in the following.—Miscellaneous, 2s. 5d. per week; Books, Printing, etc., 2s. 3d.; Wood, Furniture, etc., and Building, each 1s. 11d.; Agricultural, etc., 1s. 0d.; Mining, etc., and Domestic, etc., each 1s. 8d.; Engineering, etc. and Food, etc., each 1s. 7d.; Clothing, etc., 1s. 5d.; Other Manufacturing, 1s. 4d.; Other Land Transport, 1s. 3d.; Railways, etc., 1s. 2d.; and Shipping, etc., 1s. 0d. The increase during the year in the weighted average rate for all groups was 1s. 10d. per week. Compared with the average rates at 31st December, 1929 (101s. 2d.), the highest point recorded for that date in any year, wages at the end of 1939 showed a decrease of 5s. 11d. per week.

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

WAGE RATES OF ADULT FEMALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
" " 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5
" " 1937 ..	50 2	49 2	51 4	46 10	51 0	48 6	49 8
" " 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 3
31st March, 1939 ..	52 4	50 7	53 6	48 8	54 4	49 10	51 6
30th June, 1939 ..	53 1	51 6	53 9	48 11	54 11	50 2	52 3
30th September, 1939 ..	52 8	51 9	54 9	49 2	55 8	50 2	52 4
31st December, 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8

INDEX-NUMBERS.

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

31st December, 1935 ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
" " 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
" " 1937 ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
" " 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
31st March, 1939 ..	1,926	1,863	1,969	1,790	2,000	1,833	1,896
30th June, 1939 ..	1,954	1,895	1,978	1,800	2,021	1,845	1,922
30th September, 1939 ..	1,939	1,904	2,016	1,811	2,049	1,845	1,927
31st December, 1939 ..	1,900	1,906	2,031	1,826	2,049	1,866	1,938

Female rates followed the same downward course as male rates from 1931 to 1933. The weekly average nominal wage for Australia fell from 53s. 7d. at 31st December, 1930, to 43s. 5d. at the same date in 1933, a decline of 10s. 2d., or 19 per cent. As with the rates for males increases were recorded in all States during the next six years, and the weighted average rate for Australia at 31st December, 1939, had advanced by 9s. 3d. per week over that ruling on 31st December, 1933, and was only 1.7 per cent. below the average at 31st December, 1930. The highest weighted average rate for Australia was recorded during the quarter ended 30th September, 1929, namely, 54s. 2d. per week.

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

WAGE RATES OF ADULT FEMALES.

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

Date.	Industrial Group.						All Groups.
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(a)	XIV. Miscel- laneous.		
RATES OF WAGE.							
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
31st December, 1935..	42 1	44 2	44 8	46 3	46 5	45 0	45 0
" " 1936..	43 1	44 9	45 8	47 1	50 9	46 5	46 5
" " 1937..	45 7	48 1	49 4	51 1	53 0	49 8	49 8
" " 1938..	47 1	49 9	50 6	52 11	54 6	51 3	51 3
31st March, 1939 ..	47 2	49 11	50 7	53 0	55 6	51 6	51 6
30th June, 1939 ..	47 6	50 6	51 6	54 2	56 5	52 3	52 3
30th September, 1939	48 2	50 5	51 4	54 3	56 5	52 4	52 4
31st December, 1939..	48 9	50 10	51 11	54 5	56 8	52 8	52 8
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (27s. 2d.), 30th April, 1914 = 1,000.)							
31st December, 1935..	1,549	1,625	1,645	1,701	1,708	1,655	1,655
" " 1936..	1,585	1,646	1,680	1,734	1,867	1,708	1,708
" " 1937..	1,677	1,770	1,815	1,880	1,952	1,828	1,828
" " 1938..	1,732	1,831	1,859	1,947	2,004	1,887	1,887
31st March, 1939 ..	1,737	1,836	1,861	1,950	2,042	1,896	1,896
30th June, 1939 ..	1,749	1,859	1,895	1,992	2,075	1,922	1,922
30th September, 1939	1,773	1,856	1,890	1,996	2,077	1,927	1,927
31st December, 1939..	1,795	1,869	1,910	2,003	2,085	1,938	1,938

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

During 1939 the rate of wage for female employees in each industrial group showed an increase, the greatest increases occurring in Group XIV. (Miscellaneous), 2s. 2d. per week, and III. (Food, Drink, etc.), 1s. 8d. per week. The weighted average for all groups increased by 1s. 5d. per week.

3. *Relative Hours of Labour and Hourly Rates of Wage, 1935 to 1939.*—(i) *General.* The rates of wage referred to in preceding paragraphs are the minima payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some other purposes a better comparison, the results in the preceding paragraphs are reduced to a common basis, namely, the rate of wage per hour. Particulars as at the end of the years 1935 to 1939 are given in the following table, for males and females separately in each State. These particulars relate to (a) the weighted average nominal weekly wage; (b) the weighted average number of working hours constituting a full week's work; and (c) the weighted average hourly wage. The weighted average weekly wage relates to all industrial groups combined, and includes the value of board and lodging

where supplied in land occupations, and the value of victualling and accommodation where supplied in marine occupations. whereas the number of working hours and the hourly wage relate to all industrial groups other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Many of the occupations included in these groups are of a casual or seasonal nature, and the hours of labour in the agricultural and dairying industry 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 of the weekly and hourly wages and hours of labour for adult males and females at the close of the last five years are given in the table hereunder :—

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

31st December—		Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.									
1935	{	Weekly Wage (a) ..	84/2	79/9	88/5	77/11	86/7	81/0	83/0
		Working Hours (b) ..	44.18	46.69	43.69	46.63	45.48	46.75	45.26
		Hourly Wage (b) ..	1/11½	1/9	2/1	1/8½	1/10½	1/9½	1/10½
1936	{	Weekly Wage (a) ..	85/6	83/1	88/7	79/6	90/7	83/3	85/0
		Working Hours (b) ..	44.08	46.41	43.69	46.55	45.30	46.33	45.09
		Hourly Wage (b) ..	2/0¼	1/10	2/1	1/9	2/0¾	1/9½	1/11¼
1937	{	Weekly Wage (a) ..	92/1	88/1	92/8	85/10	93/1	87/0	90/4
		Working Hours (b) ..	44.07	46.22	43.68	46.57	45.25	46.24	45.03
		Hourly Wage (b) ..	2/2½	1/11½	2/2½	1/10½	2/1½	1/11	2/0¾
1938	{	Weekly Wage (a) ..	95/0	91/2	95/10	87/1	99/1	88/5	93/5
		Working Hours (b) ..	44.01	45.85	43.67	46.31	44.33	46.00	44.82
		Hourly Wage (b) ..	2/3	2/0¼	2/3	1/10½	2/4	1/11½	2/1½
1939	{	Weekly Wage (a) ..	96/7	93/5	97/5	88/11	100/6	89/5	95/3
		Working Hours (b) ..	43.92	44.61	43.46	45.83	44.33	45.33	44.29
		Hourly Wage (b) ..	2/3½	2/1½	2/3½	1/11½	2/4	2/0	2/2½
FEMALE WORKERS.									
1935	{	Weekly Wage ..	44/11	44/2	48/0	42/5	49/1	44/10	45/0
		Working Hours ..	43.93	45.44	44.03	46.03	45.57	46.07	44.81
		Hourly Wage ..	1/0½	0/11½	1/1	0/11½	1/1	0/11½	1/0
1936	{	Weekly Wage ..	45/7	46/10	48/4	43/4	50/11	45/1	46/5
		Working Hours ..	43.93	44.94	44.03	46.03	45.57	45.24	44.60
		Hourly Wage ..	1/0½	1/0½	1/1½	0/11½	1/1½	1/0	1/0½
1937	{	Weekly Wage ..	50/2	49/2	51/4	46/10	51/0	48/6	49/8
		Working Hours ..	43.92	44.76	44.03	46.02	45.57	45.24	44.52
		Hourly Wage ..	1/1½	1/1½	1/2	1/0½	1/1½	1/0½	1/1½
1938	{	Weekly Wage ..	51/10	50/7	53/6	47/9	54/4	49/8	51/3
		Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
		Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½
1939	{	Weekly Wage ..	53/3	51/9	55/2	49/7	55/8	50/8	52/8
		Working Hours ..	43.88	44.42	44.01	45.96	45.38	45.10	44.36
		Hourly Wage ..	1/2½	1/2	1/3	1/1	1/2½	1/1½	1/2½

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

(iii) *Index-Numbers.* The downward tendency in hours of labour for Australia as a whole commenced in the December quarter of 1924, when the weighted averages were 46.66 for males and 46.02 for females, and, excepting for slight increases in 1929 and 1930, the reduction has continued. During 1939 there was an increasing tendency towards reduction in those States in which the 44-hour week had not become the standard. The weighted averages for Australia at 31st December, 1939, were 44.29 for males and 44.36 for females. The effect of changes in hours of labour on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers given in the following table:—

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.								
1935	{ Weekly Wage ..	1,528	1,448	1,605	1,415	1,572	1,470	1,507
	{ Hourly Wage (a) ..	1,703	1,496	1,782	1,476	1,689	1,519	1,623
1936	{ Weekly Wage ..	1,552	1,508	1,609	1,444	1,645	1,512	1,544
	{ Hourly Wage (a) ..	1,731	1,567	1,787	1,500	1,776	1,552	1,670
1937	{ Weekly Wage ..	1,672	1,599	1,682	1,558	1,690	1,580	1,641
	{ Hourly Wage (a) ..	1,878	1,676	1,875	1,602	1,704	1,643	1,779
1938	{ Weekly Wage ..	1,725	1,656	1,740	1,581	1,790	1,605	1,696
	{ Hourly Wage (a) ..	1,935	1,741	1,934	1,638	1,968	1,671	1,840
1939	{ Weekly Wage ..	1,754	1,696	1,768	1,614	1,825	1,624	1,729
	{ Hourly Wage (a) ..	1,963	1,834	1,979	1,692	2,001	1,717	1,903

FEMALE WORKERS.

1935	{ Weekly Wage ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
	{ Hourly Wage ..	1,848	1,758	1,971	1,721	1,947	1,759	1,818
1936	{ Weekly Wage ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
	{ Hourly Wage ..	1,875	1,833	1,985	1,700	2,018	1,803	1,881
1937	{ Weekly Wage ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
	{ Hourly Wage ..	2,066	1,985	2,107	1,839	1,990	1,938	2,017
1938	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,164	1,991	2,084
1939	{ Weekly Wage ..	1,660	1,906	2,031	1,826	2,049	1,866	1,938
	{ Hourly Wage ..	2,193	2,107	2,267	1,952	2,217	2,032	2,145

(a) See footnote to following table.

* Approximate Weekly Rates—M = 55/1; F = 27/2. Hourly Rates—M = 1/2; F = 0/61.

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 adult male workers in each State and Australia at 31st December, 1935 to 1939.

HOURS OF LABOUR.

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
1935	Weighted average weekly hours of labour (a) ..	44.18	46.69	43.69	46.63	45.48	46.75	45.26
	Index-numbers ..	903	954	893	953	929	955	925
1936	Weighted average weekly hours of labour (a) ..	44.08	46.41	43.69	46.55	45.30	46.33	45.09
	Index-numbers ..	901	948	893	951	926	947	922
1937	Weighted average weekly hours of labour (a) ..	44.07	46.22	43.68	46.57	45.25	46.24	45.03
	Index-numbers ..	901	945	893	952	925	945	920
1938	Weighted average weekly hours of labour (a) ..	44.01	45.75	43.67	46.31	44.34	46.00	44.82
	Index-numbers ..	899	935	893	946	906	940	916
1939	Weighted average weekly hours of labour (a) ..	43.92	44.61	43.46	45.83	44.33	45.33	44.29
	Index-numbers ..	898	912	888	937	906	926	905

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

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

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

(ii) *Nominal Weekly Wage Index-numbers 1901 to 1939—States.* The following table shows for the period 1901 to 1939 the weighted average nominal weekly rates of wage for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (=1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages

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

NOMINAL WAGE INDEX-NUMBERS : ADULT MALES.

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

State.	1901.	1911.	1914.	1921.	1929.	1933.	1934.	1935.	1936.	1937.	1938.	1939.
New South Wales	858	1,003	1,093	1,862	2,012	1,638	1,617	1,631	1,654	1,723	1,829	1,874
Victoria	796	983	1,062	1,803	1,964	1,502	1,523	1,550	1,583	1,665	1,755	1,808
Queensland	901	997	1,035	1,879	1,976	1,720	1,727	1,731	1,728	1,774	1,854	1,885
South Australia	819	1,017	1,061	1,697	1,861	1,423	1,458	1,493	1,533	1,608	1,688	1,725
Western Australia	1,052	1,113	1,223	1,832	1,960	1,584	1,619	1,680	1,730	1,790	1,876	1,956
Tasmania	719	799	1,027	1,745	1,840	1,519	1,540	1,571	1,610	1,650	1,718	1,738
Australia	848	1,000	1,081	1,826	1,972	1,584	1,590	1,612	1,638	1,707	1,799	1,846

(iii) *Effective or Real Wage Index-numbers in each State, 1901-1939.* In obtaining the effective wage index-numbers in the following tables the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

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

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

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

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

State.	1901.	1911.	1914.	1921.	1929.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
New South Wales	961	973	906	1,079	1,050	1,160	1,150	1,138	1,101	1,095	1,090	1,107
Victoria	915	1,037	961	1,038	1,084	1,162	1,126	1,139	1,114	1,092	1,075	1,099
Queensland	1,172	1,090	1,038	1,244	1,220	1,345	1,376	1,417	1,377	1,323	1,261	1,237
South Australia	948	957	929	1,027	1,067	1,178	1,133	1,152	1,144	1,149	1,143	1,151
Western Australia	1,024	1,023	1,070	1,139	1,143	1,232	1,212	1,246	1,221	1,260	1,251	1,253
Tasmania	827	838	942	977	1,064	1,104	1,067	1,094	1,086	1,099	1,094	1,088
Australia	964	1,000	948	1,076	1,082	1,185	1,168	1,178	1,148	1,135	1,121	1,133

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

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

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

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

State.	1911.	1914.	1921.	1929.	1931.	1932.	1933.	1934.	1935.	1936.	1937.	1938.	1939.		
New South Wales	925	1,073	1,130	1,210	1,206	1,186	1,157	1,153	1,150	1,168	1,207	1,207	
Victoria	954	1,084	1,164	1,200	1,150	1,147	1,146	1,134	1,131	1,155	1,180	1,180	
Queensland	1,022	1,227	1,290	1,336	1,366	1,382	1,366	1,338	1,296	1,277	1,311	1,306	
South Australia	914	1,034	1,099	1,137	1,079	1,086	1,091	1,097	1,101	1,128	1,146	1,147	
Western Australia	1,043	1,096	1,152	1,189	1,158	1,177	1,177	1,221	1,219	1,242	1,281	1,308	
Tasmania	902	984	1,108	1,120	1,094	1,110	1,109	1,115	1,128	1,141	1,167	1,153	
Australia	1,000	948	1,087	1,151	1,210	1,190	1,187	1,173	1,169	1,162	1,178	1,209	1,211

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

(iv) *Effective or Real Wage Index-numbers in the Commonwealth, 1901-39.* In the following table similar index-numbers are given for Australia as a whole. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the Six Capital Cities and multiplying by 1,000.

NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS (FULL WORK).
(Base : *Weighted Average Real Wage in Australia in 1911 = 1,000.*)

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., Relative Purchasing Power over Regimen of—	
		"A" Series (Food, Groceries and Rent of All Houses).	"C" Series (All Items).	"A" Series.	"C" Series.
1901	848	880	..	964	..
1910	955	970	..	985	..
1911	1,000	1,000	(1,000)	1,000	(1,000)
1912	1,051	1,101	..	955	..
1913	1,076	1,104	..	975	..
1914	1,081	1,140	1,140	948	948
1915	1,092	1,278	1,297	854	842
1916	1,144	1,324	1,319	864	867
1917	1,226	1,318	1,406	930	872
1918	1,270	1,362	1,501	932	846
1919	1,370	1,510	1,695	907	808
1920	1,627	1,785	1,935	911	841
1921	1,826	1,697	1,680	1,076	1,087
1922	1,801	1,600	1,619	1,126	1,112
1923	1,805	1,700	1,664	1,062	1,085
1924	1,840	1,681	1,637	1,095	1,124
1925	1,861	1,722	1,654	1,081	1,125
1926	1,914	1,786	1,677	1,072	1,141
1927	1,946	1,766	1,662	1,102	1,171
1928	1,963	1,760	1,675	1,115	1,172
1929	1,972	1,822	1,713	1,082	1,151
1930	1,939	1,683	1,618	1,152	1,198
1931	1,752	1,479	1,448	1,185	1,210
1932	1,639	1,403	1,377	1,168	1,190
1933	1,584	1,345	1,335	1,178	1,187
1934	1,590	1,385	1,355	1,148	1,173
1935	1,612	1,420	1,380	1,135	1,169
1936	1,638	1,461	1,409	1,121	1,162
1937	1,707	1,507	1,448	1,133	1,178
1938	1,799	(a)	1,488	(a)	1,209
1939	1,846	(a)	1,526	(a)	1,211

(a) Not available.

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

§ 3. Basic Wages in Australia.

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

2. **The Commonwealth Basic Wage.**—(i) *General.* The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon in 1905. In spite, however, of these pronouncements and the fact that wage-fixing tribunals had been in operation as early as 1896 (in the State of Victoria), it was not until 1907 that the first basic wage, as such, was declared by a Court in Australia, and was made by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration. The wage declared was defined as the lowest wage which can be paid to an unskilled labourer on the basis of "the normal needs of an average employee regarded as a human being living in a civilized community."† This declaration was made by way of an order in terms of Section 2 (d) of the Excise Tariff 1906 in the matter of an application by H. V. McKay, of the Sunshine Harvester Works, Victoria, from which was derived the title of the "Harvester Wage" by which it is popularly known. The rate of wage declared in this case was 7s. per day or £2 2s. per week for Melbourne, the amount considered reasonable for "a family of about five."‡ The constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The "Harvester" basic rate was adopted by the Commonwealth Arbitration Court for incorporation in its awards, and practically the same rates continued until 1913, when the Court took cognizance of the retail price index-numbers, covering food and groceries and rent of all houses ("A" Series), for the 30 more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. These index-numbers had been taken back to 1901, with the year 1911 as base, and disclosed not only considerable percentage increases since 1907, but also large disparities in the relative purchasing power of money in the various towns. The basic rates for towns were thereafter fixed on their respective index-numbers, taking the index-number 875 for Melbourne for the year 1907 as being equivalent to the "Harvester" rate of 42s. per week, or the base of the table 1,000 as being equivalent

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

† *Ibid.*

‡ See page 703 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit."

to 48s. per week. Exceptions were made in the case of many country towns, where certain "loadings" were applied to counterbalance their lower index-numbers due to cheaper rentals.*

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

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

The adequacy or otherwise of the "Harvester" standard has been the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the War of 1914-19 hindered such a review which was regarded as less urgent by reason of the fact that wages throughout Australia were being automatically adjusted to changes in retail prices. A Royal Commission (referred to later) was appointed in 1920 to assess a basic wage, but its recommendations were not carried out.

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

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

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

Six Capital Cities, 65s. od.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" Series to the "C" Series of Index-numbers. The latter Series covers Food and Groceries; Rent of 4-roomed and 5-roomed Houses; Clothing; Fuel; Light; Household Utensils; Household Drapery; Fares; and other Miscellaneous household requirements. The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the above rates for the capital

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

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

cities, which are proportionate to their respective index-numbers. In effect, the new rate for the Six Capital Cities was the same as that previously paid under the "A" Series, without the "Powers' 3s.," and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the "A" Series, owing to the different relationship of towns under the "A" and the "C" Series.

(iii) *Basic Wage Inquiry, 1937.* In May, 1937, the Commonwealth Court heard an application by the combined unions for an increase in the basic wage. The unions asked that the equivalent of the base (1,000) of the "C" Series Index be increased from 8s. to 93s. which on current index-numbers would have represented an average increase of about 10s. per week. The hearing extended from 10th May to 4th June, 1937, and the Court delivered judgment on 23rd June. The chief features of the judgment were—

(a) Various amounts were added to the basic wage not as an integral, and therefore adjustable, part of that wage, but as "loadings" on the rates that would have been payable under the "shilling table" as determined by the 1934 judgment. The latter was referred to in the judgment as the "needs" portion of the total resultant basic wage. The "loadings" and resultant "total basic wages" for the six capital cities were as follows:—

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

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

(b) One shilling less was being paid under the "2s. minimum adjustment" provision.

The above were not to apply to railway employees, to whom the Court granted "loadings" of 5s. in New South Wales and Victoria, and 3s. in South Australia and Tasmania. Workers in the provincial towns were to receive "loadings"—6s. in New South Wales, Victoria and Queensland; and 4s. in South Australia, Western Australia and Tasmania. Wages based on "combination" index-numbers covering 4, 5 or 6 capital cities, or the 30 towns, would receive a "loading" of 5s. per week. The Maritime Workers were granted a "loading" of 21s. 6d. per month, and the Pastoral Workers received increases proportionate to the increase of the flat basic rate, from 68s. to 77s. in respect of the basis of piece work rates. Station hands received an increase of 3s. per week.

The "loadings" were to come into operation by instalments as follows:—

"Loading."	Instalments.	Date of Operation. (First pay period to begin in—)
s. d.	s. d.	
6 0	3 0	July, 1937
	3 0	October, "
5 0	3 0	July, "
	2 0	October, "
4 0	2 0	July, "
	2 0	October, "
3 0	2 0	July, "
	1 0	October, "

The Maritime, Pastoral and Gas Workers' increases were to become fully operative in the first pay period in July.

(b) The former proviso that no adjustment of wages should take place unless the amount of variation reached at least 2s. was rescinded in favour of minimum variations of 1s. per week.

(c) The general policy laid down in the previous judgment in regard to rates for country towns was retained, with the exception that the rates for Geelong and Warrnambool were made the same as those for Melbourne

(d) The basis of the adjustment of wages in accordance with the variations shown by retail price index-numbers was transferred from the "C" Series to a special "Court" Series based upon the "C" Series.

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

The main parts of the judgment are reprinted in Official Year Book No. 30.

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

(v) *Basic Wage Inquiry*, 1940. On 5th August, 1940, the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series index upon which the "Court" Series are based) from 81s. to 100s per week, and the abolition of the present "Prosperity" loadings, which would be regarded as incorporated in the new rate mentioned. The hearing was interrupted for a period of ten weeks owing to the serious illness of the Chief Judge (the Hon. Sir George S. Beeby), but was completed on 28th November, 1940. Judgment was delivered on 7th February, 1941, wherein the Court unanimously refused to grant any increase, and decided that the application should not be dismissed but stood over for further consideration after 30th June, 1941. The application was refused mainly owing to the uncertainty of the economic outlook under existing war conditions.

In regard to the popular idea that the basic wage of the Commonwealth Court of Conciliation and Arbitration was identified with a specific family unit, the Chief Judge made the following statements to clarify the position: "The Court has always conceded the 'needs' of an average family should be kept in mind in fixing a basic wage. But it has never as the result of its own inquiry specifically declared what is an average family or what is the cost of a regimen of food, clothing, shelter and miscellaneous items necessary to maintain it in frugal comfort, or that a basic wage should give effect to any such finding. In the end economic possibilities have always been the determining factor What should be sought is the independent ascertainment and prescription of the highest basic wage that can be sustained by the total of industry in all its primary, secondary and ancillary forms. That, no doubt, is the object, but the adoption of something like the real average family as the unit to be provided for is not without its use in the attainment of that object. There is no clear means of measuring the general wage-paying capacity of the total industry of a country. All that can be done is to approximate, and one of the methods of approximation is to find out the actual wage upon which well-situated labourers are at the time maintaining the average family unit. We may be pardoned for saying that Mr. Justice Higgins very wisely used this criterion in the Harvester case. Moreover, if the average-sized families of such well-situated labourers have become accustomed to enjoy, and do actually enjoy, a certain standard of living in our community, it may reasonably be assumed that such a standard for all labourers is probably not beyond the capacity of industry in general to provide. Therefore in determining the amount of a living or basic wage there is sound economic warranty for the ascertainment of the real average family unit and of the cost of providing something like the standard which such families of well-employed

labourers have already reached. But obviously, if the real average family unit is departed from, or a standard is sought for the likely maintenance of which experience gives no reason to hope, then an unrealizable wage-level may be ordained It may be that in the light of past experience the Court should conduct a specific inquiry as to the cost of living of an average family, but under war conditions, such an inquiry would be futile. More than ever before wage fixation is controlled by the economic outlook."

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

(vi) *Current Federal Basic Wage Rates.* The basic wage rates of the Commonwealth Court for adult males, including the "loadings" granted in 1937, operative from 1st February, 1941, are as follows:—

	s.	d.		s.	d.	
New South Wales—			South Australia—			
Sydney	88	0	Adelaide	82	0	
Newcastle (a)	88	0	Five Towns	81	0	
Broken Hill	88	0				
Five Towns	87	0	Western Australia—			
			Perth	81	0	
Victoria—			Kalgoorlie	96	0	
Melbourne	86	0	Geraldton	87	0	
Geelong			Five Towns	82	0	
Warrnambool						
Mildura						
Yallourn	92	6	Tasmania—			
Five Towns	86	0	Hobart	83	0	
			Launceston	81	0	
Queensland—			Queenstown	82	0	
Brisbane	82	0	Five Towns	82	0	
Five Towns	82	0	Thirty Towns	85	0	
			Six Capital Cities	85	0	

(a) Based on Sydney.

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

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

* Legislation covering a scheme to become operative on 1st July, 1941, was actually passed by the Commonwealth Parliament on 3rd April, 1941: see page 710 for details.

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

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

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

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

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

(a) Dates of declarations from 1923 on were the same as those for male rate.

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

(c) See below.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 702, the Government of New South Wales decided to bring the State Basic Wage into line with the Commonwealth rates ruling in the State, and secured an amendment of the Industrial Arbitration Act to give effect thereto. The Act (No. 9 of 1937) was passed on 7th October, 1937, and was expressed to come into operation from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable, and provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index-numbers, shortly known as the "Court" Series of Index-numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act;

to define boundaries within which the various rates are to operate; and to specify the appropriate "Court" Series retail price index-numbers to which they are to be related.

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

The rates applicable in the metropolitan area from 1st February, 1941, are £4 8s. for males and £2 7s. 6d. for females.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age is operative in New South Wales, and a brief account of the main features of the system appears in § 4, par. 2 hereafter.

(ii) *Victoria and Tasmania.* A State basic rate of wage is not declared in Victoria and Tasmania. In these States the Wages Board system of wage fixation is in operation, and each Board determines the minimum rate of wage to be paid in the industry or calling under review. In the majority of cases the practice of the Commonwealth Arbitration Court of adjusting wages in accordance with variations in retail prices has been followed in the past by these bodies. In the case of Victoria, by amendments of the Factories and Shops Act No. 4275 of 1934 and No. 4461 of 1936, it is now obligatory on all Wages Boards to adopt such provisions of Commonwealth Awards which such Boards are under the Factory and Shops Acts empowered to include in their determinations. The Secretary of Labour is also empowered under this Act to make adjustments of wages according to variations in retail price index-numbers without calling the Board together. The latest Commonwealth adult rate for Melbourne is 86s. per week (operative from 1st February, 1941), and for Hobart 83s. per week (operative from 1st February, 1941). Female rates are roughly 54 per cent. of those rates.

(iii) *Queensland.* The first formal declaration by the Industrial Arbitration Court in this State of a basic wage was gazetted on 24th February, 1921. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the basic or living wage. The basic wage is nominally intended to provide for the needs of a man, his wife and three children. The variations in the adult basic wages determined by the Industrial Arbitration Court are shown below:—

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

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

(a) Fixed by Basic Wage Act.

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

(iv) *South Australia.* The Industrial Code 1920-1937 provides that the Board of Industry shall after public inquiry declare the living wages to be paid to adult male and female employees. Prior to the passing of this Act the living wage was declared by the Industrial Court, the first award, 7s. per day, being made by Mr. Justice Gordon in the Brushmakers' Case in December, 1908.

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

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

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

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

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

(v) *Western Australia.* The Industrial Arbitration Act 1912-1937 provides that the Court of Arbitration shall determine and declare a basic wage to operate from 1st July of each year and, wherever and whenever necessary, differential basic rates in special or defined areas of the State. In an amending Act of 1930 provision is made for quarterly adjustments when the Government Statistician reports a variation in the cost of living of 1s. or more per week compared with the previous quarter.

The first declaration of the basic wage by the Court of Arbitration since the authority to fix one was vested in the Court in 1925 was made on 11th June, 1926. The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis for its calculations a man, his wife and two dependent children. The variations in the annual declarations of the Court of Arbitration are shown in the following table :—

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

Date of Operation.	Metropolitan Area.		South-West Land Division (excluding Metropolitan Area.)		Other Parts of State.	
	Male.	Female.	Male.	Female.	Male.	Female.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1st July, 1926 ..	4 5 0	2 5 11	4 5 0	2 5 11	4 5 0	2 5 11
.. .. 1929 ..	4 7 0	2 7 0	4 7 0	2 7 0	a4 7 0	a2 7 0
.. .. 1930 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
.. .. 1931 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
.. .. 1932 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
.. .. 1933 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
.. .. 1934 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
.. .. 1935 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
.. .. 1936 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
.. .. 1937 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
.. .. 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
.. .. 1939 ..	b4 2 2	b2 4 4	4 3 1	2 4 10	b4 16 4	b2 12 0
.. .. 1940 ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0

(a) Excluding Gold-fields areas, where rates were the same as those operating from 1st July, 1926.

(b) Applicable from 24th April, 1939.

The latest rates payable (applicable from 28th April, 1941), in accordance with the quarterly adjustments declared by the Court are—Metropolitan area, males, 88s. od., females, 47s. 6d.; South-West Land Division (excluding Metropolitan area), males, 89s. 3d., females, 48s. 2d.; other parts of State, males, 103s. 6d., females, 55s. 11d.

(vi) *Current State Basic Wage Rates.* In the following table are given the current basic wage rates declared by the various State tribunals:—

BASIC WEEKLY WAGE RATES FIXED BY STATE INDUSTRIAL TRIBUNALS.

State.	Basic Wage.				Date of Operation.	Family Unit (for Male Rate).				
	Males.		Females.							
	£	s.	d.	£	s.	d.				
New South Wales ..	(a)	4	8	0	(a)	2	7	6	1.2.41	(e)
Victoria ..		(b)				(b)			(b)	
Queensland ..	(c)	4	9	0	(c)	2	8	0	31.3.41	Man, wife and three children
South Australia ..		4	4	0		2	1	0	28.11.40	"
Western Australia ..	(d)	4	8	0	(d)	2	7	6	28.4.41	Man, wife and two children
Tasmania ..		(b)				(b)			(b)	

(a) Sydney, Newcastle, Port Kembla-Wollongong and Broken Hill. Elsewhere, males £4 5s., females £2 6s. od. Male wage plus child allowances. (b) None declared, but follow Federal rates to a large extent.

(c) South-Eastern Division. Allowances are added for the following Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females. (d) Metropolitan Area. Basic wage for Gold-fields Areas and portions of State exclusive of the South-West Land Division—males £5 3s. 6d.; females £2 15s. 11d.; South-West Land Division (excluding Metropolitan Area)—males £4 9s. 3d.; females £2 8s. 2d. (e) Commonwealth Basic Wage operative—no defined family unit.

4. **Royal Commission on the Basic Wage, 1920.**—The Commonwealth basic wage referred to in par. 2 (i) above was made operative in other parts of Australia on the basis of the relative retail price index-numbers applicable to the locality, but only one comprehensive attempt has been made by the Commonwealth authorities to ascertain specifically what the actual requirements were in the various States according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household in respect of a family consisting of a man, wife and three children under fourteen years of age.

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

	£	s.	d.
Sydney
Melbourne
Brisbane
Adelaide
Perth
Hobart
Six Capitals (Weighted Average)

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

§ 4. Child Endowment in Australia.

1. **General.**—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age has become very prominent in Australia in recent years, and is actually in operation in certain instances. The system has been in force in various forms in England and on the Continent as far back as 1795, the first instance occurring in England in that year.†

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

† A complete survey of the systems in force in various countries is contained in Eleanor Rathbone's *Disinherited Family: A Plea for the Endowment of the Family and The Case for Family Allowances.*

2. **New South Wales.**—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the Session of 1926–27, when Acts,* which have been amended during subsequent years, provided for the payment of child allowances. The original Act was assented to on 11th April, 1927. These measures provided for (a) the declaration of a basic wage for a man and wife,† and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances would be paid only to the extent to which the total earnings of the worker and his family fall short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child under the age of fourteen years. Thus, a worker with three dependent children receiving £5 by way of wages would not be entitled to the allowance, but would receive it in respect of a fourth child. These payments in New South Wales commenced to operate from 23rd July, 1927. The basic wage was determined for a family unit of a man, wife and one child on 20th December, 1929, and an amending Act, assented to on 23rd December, 1929, excluded one child in each family from endowment. The fund from which child endowment payments were originally made was created by a levy on the wages bill of employers. The rate of tax from employers during the year 1930 was fixed at 1 per cent. From 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £1 on all wages above £3 per week. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from the Special Income and Wages Tax, which is also used for other social services.

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

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

The Commission submitted its report on 15th December, 1928. It was not unanimous in its findings, and the opinions and recommendations of the members were

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

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

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

embodied in two separate reports, which dealt exhaustively with the constitutional aspects, existing systems, industrial legislation, the basic wage, standard of living, regulation of wages, working conditions and cognate matters.

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

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

Early in 1941, the Commonwealth Government announced its intention to introduce a scheme of Child Endowment throughout Australia. The necessary legislation* was introduced into Parliament on 27th March, and the passage through all stages was completed on 3rd April, 1941. The main features of the scheme, which will operate from 1st July, 1941, are as follows:—

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

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

(c) The scheme will be financed partly from Consolidated Revenue; partly from the abolition of the exemptions from taxation in respect of children after the first and the major part from a tax of 2½ per cent. of all pay-rolls in excess of £20 per week.

(d) The general administration of the Act is under the control of the Secretary, Department of Social Services, and use is to be made of the machinery of the Invalid and Old-age Pensions Act.

The scheme at the outset is estimated to cost £13,000,000 per annum and apply to approximately 1,000,000 children. The number of "first" children excluded is estimated to be approximately 830,000 or 45 per cent. of the total children under sixteen years of age. Investigation showed that 60 per cent. of married males had only one child.

D.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

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

* Act No. 8, 1941 (Child Endowment Act); Act No. 2, 1941 (Pay-roll Assessment Act); and Act No. 3, 1941 (Pay-roll Tax Act).

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

2. Industrial Disputes Involving Stoppage of Work, Classified in Industrial Groups, 1939.—The following tables give particulars of industrial disputes which either commenced or were current during 1939, classified according to industrial groups.

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1939.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
NEW SOUTH WALES.								
II.	Engineering, metal works, etc.	5	14	670	4,839	5,509	55,191	52,350
III.	Food, drink, etc.	3	3	1,939	..	1,939	22,287	14,600
IV.	Clothing, textiles, etc.	1	1	158	..	158	316	378
VI.	Other manufacturing	2	2	214	262	476	18,184	9,375
VII.	Building	3	3	41	16	57	503	424
VIII.	(a) Coal-mining	357	418	132,587	4,106	136,693	274,261	318,577
	(b) Other mining, quarries, etc.	1	1	95	..	95	380	400
IX.	Railway and tramway services	1	1	44	..	44	1,056	800
XI.	Shipping, wharf labour, etc.	1	1	1,663	..	1,663	29,934	17,414
XIV.	Miscellaneous	12	16	1,890	7	1,897	8,011	5,012
	Total	386	460	139,301	9,230	148,531	410,183	419,330
VICTORIA.								
III.	Food, drink, etc.	1	1	20	..	20	20	16
IV.	Clothing, textiles, etc.	2	2	58	..	58	98	42
VI.	Other manufacturing	1	1	68	..	68	272	118
VIII.	(a) Coal-mining	1	1	1,000	..	1,000	16,000	15,500
XIV.	Miscellaneous	5	5	843	180	1,023	10,923	4,270
	Total	10	10	1,989	180	2,169	27,343	19,946
QUEENSLAND.								
V.	Books, printing, etc.	1	2	132	..	132	396	400
VIII.	(a) Coal-mining	2	2	80	2	82	764	913
XIV.	Miscellaneous	2	2	161	..	161	710	440
	Total	5	6	373	2	375	1,870	1,753
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	1	1	25	5	30	1,590	1,311
XIV.	Miscellaneous	1	1	145	..	145	290	105
	Total	2	2	170	5	175	1,880	1,416
WESTERN AUSTRALIA.								
II.	Engineering, metal works, etc.	2	2	148	1	149	590	450
III.	Food, drink, etc.	1	1	244	35	279	9,765	4,500
VIII.	(b) Other mining, quarries, etc.	3	3	696	109	805	3,425	4,328
XI.	Shipping, wharf labour, etc.	1	1	20	..	20	320	300
	Total	7	7	1,108	145	1,253	14,100	9,576

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1939—continued.

Class.	Industrial Group.	Number.	Estab- lish- ments In- volved.	Workpeople Involved.			Working Days Lost.	Esti- mated Loss in Wages.
				Directly.	In- directly.	Total.		
TASMANIA.								£
VIII.	(a) Coal-mining	2	2	17	..	17	42	43
XI.	Shipping, wharf labour, etc. ..	1	1	16	..	16	64	..
XIV.	Miscellaneous	1	1	20	..	20	60	50
	Total	4	4	53	..	53	166	93
NORTHERN TERRITORY.								
IX.	Railway and tramway services	2	16	234	40	274	3,642	3,600
AUSTRALIA.								
II.	Engineering, metal works, etc. . .	8	17	843	4,845	5,688	57,371	54,111
III.	Food, drink, etc.	5	5	2,203	35	2,238	32,072	19,116
IV.	Clothing, textiles, etc.	3	3	216	..	216	414	420
V.	Books, printing, etc.	1	2	132	..	132	396	400
VI.	Other manufacturing	3	3	282	262	544	18,456	9,493
VII.	Building	3	3	41	16	57	563	424
VIII.	(a) Coal-mining	362	423	133,684	4,108	137,792	291,067	335,033
	(b) Other mining, quarries, etc.	4	4	791	109	900	3,805	4,728
IX.	Railway and tramway services	3	17	278	40	318	4,698	4,400
XI.	Shipping, wharf labour, etc. . .	3	3	1,699	..	1,699	30,318	17,714
XIV.	Miscellaneous	21	25	3,059	187	3,246	19,994	9,877
	Total*	416	505	143,228	9,602	152,830	459,154	455,716

* The following dispute commenced in and was uncompleted at the end of the year, 1938, and in respect of "Number of Disputes," and "Number of Establishments," is duplicated in the figures for 1939, namely:—

State.	Number of Disputes.	Number of Establishments.	Number of Workers Involved.
New South Wales	1	1	1,663

3. **Industrial Disputes, Australia, 1935 to 1939.**—The following table gives particulars of the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages caused by disputes which either commenced or were current during each of the years 1935 to 1939, classified according to industrial groups.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII(a)). For 1913 the proportion of disputes in the mining industry represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 87 in 1939. In the past,

five years working days lost through dislocations involving workpeople engaged in coal-mining amounted to 1,914,372, representing 57 per cent. of the total loss of working days during the period :—

INDUSTRIAL DISPUTES : AUSTRALIA.

Year.	Manu- facturing. (Groups I. to VI.)	Build- ing. (Group VII.)	Mining (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
			Coal- mining.	Other Mining, etc.			
1935 ..	21	4	108	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1939 ..	20	3	362	4	6	21	416
1935-39 ..	173	15	1,204	44	40	76	1,552

NUMBER.

WORKPEOPLE INVOLVED.

1935 ..	4,086	49	31,510	2,795	6,142	2,731	47,322
1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1937 ..	17,353	30	72,492	3,543	574	2,181	96,173
1938 ..	12,822	4,270	122,379	1,820	1,870	793	143,954
1939 ..	8,818	57	137,792	900	2,017	3,246	152,830
1935-39 ..	48,559	4,987	409,782	16,080	10,978	10,480	500,866

WORKING DAYS LOST.

1935 ..	62,423	1,294	162,633	64,824	100,774	103,176	495,124
1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	244,869	150	307,699	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1939 ..	108,709	563	291,067	3,805	35,016	19,994	450,154
1935-39 ..	879,704	38,894	1,914,372	147,171	205,904	160,586	3,346,631

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
1935 ..	47,079	1,143	164,648	57,791	61,249	58,686	390,596
1936 ..	160,259	1,840	249,767	30,408	5,480	15,065	468,825
1937 ..	165,018	211	313,052	20,133	2,572	5,159	506,745
1938 ..	239,222	31,847	973,659	23,103	35,062	927	1,303,820
1939 ..	83,540	424	333,033	4,728	22,114	9,877	453,716
1935-39 ..	695,718	35,471	2,036,159	142,163	126,477	89,714	3,125,702

4. Summary of Disputes (involving Stoppage of Work), 1935 to 1939.—The following table gives particulars of the number of industrial disputes in each State in the years 1935 to 1939 together with the workpeople involved, the working days lost, and the estimated loss in wages:—

INDUSTRIAL DISPUTES : SUMMARY.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
								£
New South Wales	1935	134	162	31,350	2,055	33,405	301,345	237,707
	1936	188	231	50,557	1,728	52,285	432,513	414,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
	1939	386	460	139,301	9,230	148,531	410,183	419,330
Victoria	1935	20	30	7,658	243	7,901	45,713	31,280
	1936	10	22	1,599	224	1,823	12,251	9,899
	1937	11	11	3,770	44	3,814	70,753	57,182
	1938	19	38	7,678	2,612	10,290	104,336	87,595
	1939	10	10	1,989	180	2,169	27,313	19,946
Queensland	1935	13	29	1,794	201	1,995	73,351	57,960
	1936	12	12	1,052	194	1,246	14,953	12,325
	1937	10	11	792	203	995	15,681	15,699
	1938	5	9	2,657	..	2,657	87,539	87,379
	1939	5	6	373	2	375	1,870	1,753
South Australia	1935	3	5	340	..	340	2,463	1,557
	1936	1	1	101	..	101	505	400
	1937	6	15	1,257	52	1,309	3,951	2,464
	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
Western Australia	1935	11	29	3,597	6	3,603	71,976	61,901
	1936	19	49	3,408	1,309	4,717	32,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,994	650	3,644	43,768	43,278
	1939	7	7	1,108	145	1,253	14,100	9,578
Tasmania	1935	1	1	70	4	74	148	91
	1936	4	4	369	6	375	3,718	3,212
	1937	4	7	374	5	379	17,016	14,964
	1938	2	4	2,200	..	2,200	72,175	72,030
	1939	4	4	53	..	53	166	93
Northern Territory	1935	1	1	4	..	4	128	100
	1936	1	1	32	8	40	1,200	900
	1937	3	3	160	13	173	696	708
	1938	1	1	500	..	500	500	400
	1939	2	16	234	40	274	3,642	3,600
Aust. Cap. Territory	1935	..	..	..	..	..	..	..
	1936	..	..	..	..	..	..	..
	1937	..	..	..	..	..	..	..
	1938	..	..	..	..	..	..	..
	1939	..	..	..	..	..	..	..
Australia	1935	183	257	44,813	2,509	47,322	495,124	390,596
	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	483	92,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	505	143,228	9,602	152,830	459,154	455,716

Detailed information in regard to the disputes during the years 1935 to 1939 and previous years is given in the *Labour Reports* issued by this Bureau.

5. **Particulars of Principal Disputes in 1939.**—(i) *General.* The preceding tables show the number and effect of all disputes for 1939 classified according to Industrial Groups. Increases occurred in several of the principal groups during 1939 in respect of workpeople involved, but the number of working days and amount of wages lost showed a substantial decrease. Of the total number of disputes no less than 87 per cent. were in connexion with the coal-mining industry, mostly in New South Wales. Wages lost in this industry in New South Wales were estimated at £318,577, or 70 per cent. of the total estimated loss of wages in Australia, namely, £455,716. Brief particulars are given in the following paragraphs of the disputes mainly responsible for losses in working days and wages in 1939.

(ii) *Interstate.*—Disputes which extend beyond the limits of a single State, while in some cases extensive, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations. During 1939 no disputes of an interstate character occurred.

(iii) *New South Wales.*—A proposed reduction in bonus rates was given as the cause of a dispute involving about 400 rubber workers at the works of the Dunlop-Perdriau Rubber Co. Ltd. at Drummoyne in April, 1939. Efforts to settle the dispute by direct negotiations were unavailing, and the employees refused to obey an order by the union that they return to work. An application by the employers to the Commonwealth Court of Conciliation and Arbitration for the de-registration of the union and the suspension or cancellation of an award of the Court was adjourned pending the result of a compulsory conference called by Judge Drake-Brockman. This conference succeeded in settling the dispute and work was resumed after a stoppage of about six weeks, the application for de-registration being allowed to stand over.

A stoppage involving about 300 coal-miners at Elrington Colliery in April, 1939, was reported to have been caused by the failure of the management to adhere to the principle of "seniority" when manning the coal-loader. The dispute lasted for about ten weeks and was finally settled by negotiations between the management and representatives of the employees.

The dismissal of an employee who was alleged to be unfit for work was given as the cause of a stoppage involving coal-miners at the Pelton Colliery, Bellbird, in May, 1939. Several attempts to arrive at a satisfactory settlement of the dispute were unsuccessful, and the mine remained idle for nearly three months. Finally a settlement was arrived at by the management undertaking to find suitable work for the employee, and work was resumed.

A claim by engine-drivers and firemen for higher wages and improved working conditions was the cause of a stoppage of work by the employees of ten engineering and metal trade firms in Sydney in May, 1939. Negotiations between the employers and employees having failed to effect a settlement, a compulsory conference was ordered by Judge O'Mara of the Commonwealth Court of Conciliation and Arbitration. At this conference both sides agreed to accept the terms of settlement, which provided that the grievances of the employees should be referred to the Court. Besides approximately 120 engine-drivers directly involved in the dispute about 1,500 other persons in the industry were idle for nine days.

More than 3,000 persons employed in the mining industry at Broken Hill were thrown idle by a dispute involving about 40 engine-drivers and firemen at the Central Power Station in June, 1939. The cause of the dispute was the alleged unfair treatment by the manager of a member of the union. After a stoppage of about two weeks, negotiations between the management and representatives of the union brought about a settlement of the dispute, the management agreeing to give the employee concerned six months' trial on the job to which he considered he was entitled.

As a protest against the "National Register" coal-mining employees in New South Wales stopped work for one day in July, 1939. There was no dispute with the employers and work was resumed next day without negotiations.

Objection to the action of the Commissioner in transferring a man to a lighter job was given as the cause of a dispute affecting employees of the Metropolitan Meat Industry Commission at Homebush abattoirs in November, 1939. Approximately 200 sheep slaughtermen ceased work, and an application was made by the employers to the Industrial Commission for the de-registration of the union and cancellation of the preference clause in the award. A conference convened by Mr. Justice Cantor failed to find a basis for settlement of the dispute, and the Industrial Commission decided that the union would be de-registered and the preference clause abolished unless work was resumed immediately. As a protest against this decision the remainder of the employees (about 1,300) ceased work. A conference was then called by the Minister for Labour and Industry (Mr. Gollan) and terms of settlement were agreed to by representatives of the parties involved. These terms provided that if work was resumed the employers would not oppose re-registration of the union and restoration of the preference clause, and that minor points in dispute would be discussed at a conference of the parties after work was resumed. The employees returned to work after a stoppage lasting more than two weeks.

(iv) *Victoria*.—Objection to a clause in the interim award, which provided for an eight-hour day exclusive of half an hour meal break instead of an eight-hour day inclusive of the meal break as provided in the old award, was the cause of a dispute at the State Coal-mine, Wonthaggi, in July, 1939. After a stoppage of about three weeks the employees decided to accept the terms for settlement arrived at by a compulsory conference convened under the authority of the Commonwealth Conciliation and Arbitration Act. The terms provided that surface hands should work the eight-and-a-half-hour shift under the new award, on condition that, if the Full Court decided they should only work eight hours, they would be paid for the additional half-hour at ordinary rates as from the date of resumption of work up till the date of the order of the Full Arbitration Court.

(v) *Western Australia*.—Failure by the employees to obtain an agreement involving shorter hours and increased wages was given as the cause of a stoppage of work in the biscuit manufacturing industry at Fremantle in July, 1939. The dispute, which involved nearly 300 workers and lasted for about six weeks, was finally settled by intervention of the President of the State Arbitration Court. The most important of the terms of settlement was that the employers agreed to retire from a long-dated agreement under which the employees carried on for years and to negotiate for a new award.

6. **Duration of Industrial Disputes, 1939.**—The following table gives particulars of industrial disputes during 1939 according to certain adopted limits of duration:—

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1939.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
						£
1 day and less	230	96,184	1,191	97,375	97,375	106,970
2 days and more than 1 day	60	16,398	872	17,270	34,540	35,648
3 days and more than 2 days	38	10,103	1,374	11,477	34,431	36,427
Over 3 days and less than 1 week (6 days)	34	7,540	404	7,944	36,387	37,056
1 week and less than 2 weeks	34	6,864	2,169	9,033	75,323	67,730
2 weeks and less than 4 weeks	10	5,002	3,224	8,226	116,182	116,882
4 weeks and less than 8 weeks	6	618	307	925	25,463	15,908
8 weeks and over	4	519	61	580	39,453	39,089
Total	416	143,228	9,602	152,830	459,154	455,716

7. Causes of Industrial Disputes, 1913 to 1939.—The following table shows the principal causes of the industrial disputes which occurred in 1913 and from 1934 to 1939:—

INDUSTRIAL DISPUTES: CAUSES, AUSTRALIA.

Causes of Dispute.	1913.	1934.	1935.	1936.	1937.	1938.	1939.
NUMBER.							
1. Wages—							
(a) For increase	42	10	9	16	28	10	13
(b) Against decrease ..	4	3	5	1	1	2	4
(c) Other wage questions ..	31	31	44	48	77	67	58
2. Hours of Labour—							
(a) For reduction	3	..	..	1	2	2	12
(b) Other disputes re hours ..	7	6	2	4	4	1	9
3. Trade Unionism—							
(a) Against employment of non-unionists	8	4	4	4	5	5	1
(b) Other union questions ..	5	8	12	16	24	43	48
4. Employment of particular Classes or Persons	44	52	53	81	80	106	107
5. Working Conditions	51	25	40	43	72	73	90
6. Sympathetic	5	3	1	5	11	4	1
7. Other Causes	8	13	13	16	38	63	73
Total	208	155	183	235	342	376	416

WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase	8,633	7,210	2,161	2,014	7,678	967	4,384
(b) Against decrease	503	2,817	339	40	15	914	279
(c) Other wage questions ..	7,160	8,335	11,804	12,930	21,588	21,399	17,094
2. Hours of Labour—							
(a) For reduction	460	..	..	20	429	4,050	4,150
(b) Other disputes re hours ..	1,819	309	1,601	488	1,474	36	3,383
3. Trade Unionism—							
(a) Against employment of non-unionists	5,370	383	581	1,612	3,542	1,659	21
(b) Other union questions ..	1,418	2,184	2,532	4,011	5,889	13,241	16,030
4. Employment of particular Classes or Persons	11,370	15,638	11,497	22,078	20,401	30,020	28,691
5. Working Conditions	10,785	6,062	11,298	10,985	17,854	40,206	28,002
6. Sympathetic	947	1,045	22	1,062	3,233	1,260	2,600
7. Other Causes	1,758	6,873	5,487	4,447	14,068	30,202	48,106
Total	50,283	50,858	47,322	60,587	96,173	143,954	152,830

WORKING DAYS LOST.

1. Wages—							
(a) For increase	100,069	108,277	72,567	33,439	144,372	32,390	24,115
(b) Against decrease	9,438	35,459	1,621	120	30	7,340	4,472
(c) Other wage questions ..	78,183	40,219	73,020	32,068	107,904	116,468	67,550
2. Hours of Labour—							
(a) For reduction	2,774	..	..	340	1,897	34,300	21,636
(b) Other disputes re hours ..	15,111	1,748	48,878	9,577	4,442	900	10,752
3. Trade Unionism—							
(a) Against employment of non-unionists	91,002	3,263	2,615	7,509	20,750	2,906	63
(b) Other union questions ..	32,388	10,774	11,696	9,616	9,569	80,280	52,086
4. Employment of particular Classes or Persons	191,723	110,166	144,453	266,310	138,428	104,454	81,101
5. Working Conditions	73,562	26,223	64,612	119,475	85,746	744,747	108,409
6. Sympathetic	24,066	11,174	44	10,209	11,230	4,440	2,600
7. Other Causes	5,212	23,083	75,618	8,585	32,743	210,369	86,370
Total	623,528	370,386	495,124	497,248	557,111	1,337,994	459,154

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the years 1913 to 1925 with the exception of 1922, the number of dislocations concerning "Wages" exceeded those caused by any other question, and varied between a minimum proportion of 26 per cent. in 1922 and a maximum of 45 per cent. in 1916. Since 1925 the number of disputes concerning "Wages" has averaged 24 per cent. of the total number for each year. The majority of the dislocations of work classified under the heading, "Employment of Particular Classes or Persons," are stoppages for the purpose of protesting against the dismissal of certain employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry, and has been the principal cause of industrial disturbance in most of the years since 1925, averaging 31 per cent. of the total number for each year during that period. The number of disputes over "Trade Union" questions has represented a fairly uniform proportion of the total number of disputes during the years under review, while stoppages of work concerning "Hours of Labour" increased during 1926 and 1927, but have been relatively unimportant during recent years.

8. Results of Industrial Disputes.—The results of industrial disputes during each of the past six years are given in the following table :—

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS: AUSTRALIA.

Year.	Number.				Workpeople Involved.				Working Days Lost.			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1934..	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059
1935..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,666	62,007	10,194
1936..	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110
1937..	86	206	7	41	23,939	58,666	713	12,273	192,181	285,755	3,744	37,395
1938..	94	229	18	34	24,953	75,100	6,037	36,201	90,375	149,959	45,205	1,022,521
1939..	75	302	19	20	22,517	117,445	6,233	6,635	104,192	256,602	43,509	54,791

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

INDUSTRIAL DISPUTES: METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1934.	1935.	1936.	1937.	1938.	1939.
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	84	130	174	265	245	277
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	17	2	3	16	9	17	17
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	19	10	7	3	6	3	5
By reference to Board or Court	22	9	6	6	4	9	2
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	4	5	5	2	2	9	6
By filling places of workpeople on strike or locked out	13	2	8	4	5	..	1
By closing-down establishment permanently	1	2	4	..	1	..	2
By other methods	13	40	18	30	48	92	106
Total	208	154	181	235	340	375	416

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

Method of Settlement.	1913.	1934.	1935.	1936.	1937.	1938.	1939.
WORKPEOPLE INVOLVED.							
Negotiation—							
Direct between employers and employees or their representatives	23,357	25,469	30,360	44,251	72,430	70,481	80,195
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	891	285	5,061	2,764	4,845	2,489
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	6,505	4,559	3,867	291	1,804	1,844	4,925
By reference to Board or Court ..	12,774	1,666	1,445	1,746	428	5,519	429
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	659	4,335	2,017	339	480	21,289	3,268
By filling places of workpeople on strike or locked out ..	658	138	3,670	141	825	..	20
By closing-down establishment permanently ..	170	444	108	..	86	..	178
By other methods ..	2,988	13,092	5,436	8,758	16,773	38,313	61,326
Total ..	50,283	50,594	47,188	60,587	95,590	142,291	152,830

WORKING DAYS LOST.

Negotiation—							
Direct between employers and employees or their representatives	94,400	182,260	192,903	234,373	396,410	203,175	245,709
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	20,019	3,211	202,949	18,517	64,220	52,943
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	187,871	58,801	117,762	3,047	48,769	11,796	35,647
By reference to Board or Court ..	221,769	10,474	16,961	24,503	7,354	326,881	3,366
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	2,105	46,814	24,601	7,152	4,120	629,075	46,450
By filling places of workpeople on strike or locked out ..	14,139	138	74,873	2,581	12,571	..	20
By closing-down establishment permanently ..	20,400	4,486	7,546	..	172	..	3,892
By other methods ..	56,509	41,322	48,943	22,643	31,162	72,913	71,127
Total ..	623,528	364,314	486,800	497,248	519,075	1,308,060	459,154

The majority of disputes are settled by direct negotiations between employers and employees, the proportion so settled since 1913 ranging between 43 per cent. in 1925 and 75 per cent. in 1930. Of the 416 disputes settled during 1939, 277 or 67 per cent. were settled by this method. The proportion of dislocations settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts has varied considerably during the period under review, ranging from 3 per cent. in 1915 to 22 per cent. in 1913. The proportion in 1939 was 3 per cent. In connexion with the comparatively large number of disputes which are classified as having been settled "By other methods," many stoppages of work occur each year, principally at collieries, but the cause of such stoppages is not officially known to the employers or their representatives. Such stoppages usually last for one day, and work is resumed without negotiations for a settlement of the trouble.

§ 2. 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 exceeds 470,000, consisting predominantly of males and representing about 54 per cent. of the total trade union membership, and between 20 and 25 per cent. of all wage and salary earners. Unemployment returns are not collected from unions the members of which are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few of the unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are closely in touch with the members and with the state of trade within their particular industries. In many cases unemployment registers are kept, and provision is made in the rules for payment of reduced subscriptions by members out of work. Seasonal fluctuations in unemployment have been provided for by collecting returns quarterly since 1st January, 1913. The quarterly figures relate to persons who were out of work for three days or more during a specified week in each quarter and exclude persons out of work through strikes and lock-outs, except those outside the industry who are indirectly affected. The yearly figures quoted represent the average of the four quarters.

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

2. **Unemployment.**—(i) *Summary for Australia, 1935 to 1939.* The following table gives a summary for Australia for the last five years and quarterly for the years 1936 to 1939. Particulars of unemployment percentages in 1940 will be found in the Appendix :—

UNEMPLOYMENT : AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1935 Year	396	435,938	71,823	16.5
1936 "	392	441,311	53,992	12.2
1937 "	387	449,588	41,823	9.3
1938 "	390	466,325	40,138	8.7
1939 "	396	476,918	45,967	9.7
1936 March Quarter	395	445,294	59,621	13.4
June "	394	446,564	57,001	12.8
September "	390	436,139	52,482	12.0
December "	390	437,246	46,863	10.7
1937 March "	388	443,446	44,004	9.9
June "	387	447,714	43,584	9.7
September "	387	451,584	42,145	9.3
December "	387	455,608	37,558	8.2
1938 March "	386	462,258	36,751	8.0
June "	386	463,748	39,464	8.6
September "	394	468,174	42,672	9.2
December "	395	471,121	41,667	8.9
1939 March "	395	474,277	45,545	9.6
June "	398	477,149	45,183	9.5
September "	397	478,000	48,888	10.2
December "	392	478,245	44,253	9.3

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

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

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

UNEMPLOYMENT IN INDUSTRIAL GROUPS: AUSTRALIA, 1939.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,579	2,956	15.9
II. Engineering, Metal Works, etc.	64	88,168	6,768	7.7
III. Food, Drink, Tobacco, etc. ..	55	42,353	7,346	17.3
IV. Clothing, Hats, Boots, etc. ..	22	43,115	5,325	12.4
V. Books, Printing, etc. ..	13	22,057	913	4.1
VI. Other Manufacturing ..	62	49,683	4,748	9.6
VII. Building	46	53,070	4,685	8.8
VIII. Mining, Quarrying, etc. ..	21	25,982	3,320	12.8
X. Land Transport other than Railway and Tramway Services ..	14	19,557	1,543	7.9
IX., XI., XII., XIII., and XIV. Other and Miscellaneous ..	83	114,354	8,363	7.3
All Groups	396	476,918	45,967	9.7

(iii) *States, 1939.* In making interstate comparisons of unemployment percentages, allowances must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States, and that for some States the returns are a more representative sample than for others. The State percentages shown below, therefore, should not be read as indicating the relative degree of unemployment amongst unionists in the individual States but as an indication of the trend of unemployment as reported by the trade unions.

UNEMPLOYMENT, 1939.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	116	202,416	22,225	11.0
Victoria	78	125,628	13,032	10.4
Queensland	45	66,139	3,869	5.9
South Australia	56	39,442	3,672	9.3
Western Australia	66	32,834	2,324	7.1
Tasmania	35	10,459	845	8.1
Australia	396	476,918	45,967	9.7

(iv) *States, 1935 to 1939.* The following table gives the percentages in each State from 1935 to 1939:—

UNEMPLOYMENT : PERCENTAGES.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1935 Year ..	20.6	14.0	8.7	17.6	13.4	13.2	16.5
1936	15.4	10.7	7.8	10.8	8.1	9.8	12.2
1937	10.9	9.0	7.3	8.2	5.6	7.0	9.3
1938	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1939	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1937 March Quarter	11.8	9.5	7.7	9.5	5.4	7.8	9.9
June	11.4	9.6	7.6	8.3	5.6	6.9	9.7
Sept.	10.5	9.5	7.2	8.4	6.6	7.2	9.3
Dec.	10.1	7.3	6.6	6.5	5.0	7.1	8.2
1938 March	9.6	7.3	6.6	6.9	4.8	5.7	8.0
June	9.8	8.5	7.2	7.5	5.3	7.2	8.6
Sept.	10.0	9.7	6.3	10.0	6.1	8.5	9.2
Dec.	10.1	9.0	5.7	8.8	6.5	10.2	8.9
1939 March	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept.	11.6	11.2	5.8	9.4	8.2	8.3	10.2
Dec.	11.1	9.0	5.8	9.1	6.6	7.1	9.3

3. **Seasonal Employment in Australia.**—An investigation concerning the extent of seasonal employment in Australia was made during 1929. The State Statisticians were requested to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations. From the reports received from these officials, supplemented by information from other sources, particulars were compiled and published in Official Year Book, No. 22, and in *Labour Report*, No. 19.

4. **Direct Measures of Employment.**—(i) *General.* In order to supplement the trade union unemployment percentages, the Commonwealth and the State Statisticians have been making for some years past direct monthly collections of employment in factories and retail stores. In the case of factories, these figures give fairly reliable indexes of the course of employment fully a year before the results of the annual collections become available. In the case of retail stores, the figures yield an index of employment where none existed before. These indexes are also published in the *Monthly Review of Business Statistics* and in quarterly press notices.

(ii) *Index of Employment in Factories.* This index is available monthly from July, 1933. "Factories" include all industrial establishments in which four or more hands are employed, or in which power other than hand is used. The index relates to employees on the pay-roll on the pay-day nearest to the 15th of the month, and includes managers, overseers, clerks and all workers except working proprietors and those engaged solely in the delivery and sale of goods.

Up to June, 1940, the index is based on the results of annual factory censuses, and actual mid-monthly factory employment of all persons is published in the *Production Bulletin* issued by this Bureau. Index-numbers for later months, based on returns from selected representative factories, and subject to subsequent revision, may be obtained from the *Monthly Review of Business Statistics* and quarterly press notices on employment

issued by this Bureau. The number of these "sample" factories and their employees as a percentage of all factory employees in the year 1939-40 are shown at the foot of the table.

For the last three columns of the table the Australian index of employment has been divided by an index of employee population in order to compare the change in employment in factories with the change in the number of persons seeking employment generally. The indexes of employee population are based on the numbers of males and females aged 16 to 64 inclusive. These are found by applying vital and migration statistics to the numbers of males and females at varying ages at the Census date. The total index is obtained by taking a mean of the individual indexes weighted by the numbers of males and females in the employee group (wage and salary earners, unemployed, apprentices, and helpers) at the Census of June, 1933. This gives males about three times the weight of females.

The index of total factory employment, divided by the index of employee population fluctuated between 100 and 105 from 1926-27 to 1928-29 (the base year). It fell to 71 in 1931-32, the peak year of the depression, and then rose steadily each year thereafter to 111.6 in 1938-39. The relative employment in factories was considerably higher in 1938-39 than it was in pre-depression years.

There have been changes in the distribution of factory employment. Thus female factory employment began to increase in 1931-32, a year sooner than male employment, and between 1928-29 and 1936-37 it had increased by 4 per cent. more than male employment, after allowing for the growth of employee population. The figures for 1937-38 show that this difference was reduced to 2 per cent. during that period and this margin was maintained in 1938-39.

(iii) *Index of Employment in Retail Stores.* This index is available as from July, 1933. It is based on employment in a "sample" of retail stores, the number of establishments being shown at the foot of the table. As there is no annual census of employment in retail stores, there is no means of knowing how accurately the movement of employment in these stores represents that in the whole field. Consequently this index is much less reliable than the index of employment in factories. The Australian index is an average of the State indexes weighted by the number of persons returned as engaged in "Commerce" at the Census of June, 1933. This census industry class "Commerce" comprises both wholesale and retail dealing, and it is not possible to obtain separate figures for the latter. The numbers returned at the census as in the employee group in this class were, for Australia: males, 212,000; females, 87,000; total, 299,000. The respective percentages returned as totally unemployed in this group were: males, 18.1 per cent.; females, 10.6 per cent.; total, 15.9 per cent. In addition there was considerable part-time work

Unemployment in the census class "Manufacturing" was 22.1 per cent. compared with 15.9 per cent., quoted above, for "Commerce." In either case the increase in employment has been more than sufficient to absorb those returned as unemployed and working part-time at the census as well as the proportion of the normal growth of employee population ordinarily seeking employment in these classes.

(iv) *Estimates of Total Employment in New South Wales, Queensland, and Tasmania.* The New South Wales Index is published by the Government Statistician of New South Wales, and fuller details may be found in the *Official Year Book of New South Wales*. It refers to all wage and salary earners, and is based on the census record of employment at June, 1933, and receipts of wages tax and records of Government employment since that date.

Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage earners this index of employment and unemployment has been discontinued since April, 1940. A table showing the approximate number of persons employed in the middle of June in the years 1934 to 1940, with the figures at the Census of June, 1933, is published herein, and corresponding monthly totals are published in the *Monthly Review of Business Statistics*.

The Queensland Index published by the Queensland Bureau of Industry is compiled from census results, unemployed insurance contributions, workers' compensation records, and shop and factory returns. Enlisted men have been excluded from the estimates of employment and adjustments have been made to allow for the effect on employment of home-defence training. The figures shown for the three-monthly periods have been corrected for seasonal variation.

The Tasmanian estimate of employment is published by this Bureau and is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment.

INDEX OF EMPLOYMENT IN FACTORIES.

(Base: Average for Year 1928-29 = 100.)

Period.	New South Wales.			Victoria.			Queensland.			South Australia.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
Number of Employees ('000) (a)	120.5	44.6	174.1	98.1	51.2	149.3	35.6	7.8	43.4	29.0	6.4	35.4
1928-29 ..	100	100	100	100	100	100	100	100	100	100	100	100
1929-30 ..	90	91	90	96	98	96	95	94	94	87	89	87
1930-31 ..	68	75	70	78	83	80	83	85	84	63	71	64
1931-32 ..	66	79	69	77	90	81	78	84	79	61	76	64
1932-33 ..	73	86	76	87	101	92	80	92	82	68	84	71
1933-34 ..	82	94	85	96	107	100	86	99	88	77	89	80
1934-35 ..	93	107	97	106	113	108	92	105	94	89	97	91
1935-36 ..	104	116	107	117	119	117	97	110	99	104	110	105
1936-37 ..	112	125	115	123	121	123	103	116	106	110	113	111
1937-38 ..	121	134	124	131	126	130	112	123	114	120	121	121
1938-39 ..	124	137	127	132	127	130	117	127	119	118	124	119
1939-40 ..	127	142	131	139	134	137	120	132	122	120	136	123
1939—												
January ..	122	129	123	130	118	126	107	121	110	120	123	120
February ..	123	136	126	132	129	131	112	129	115	123	126	123
March ..	125	139	128	133	132	133	113	133	117	123	130	125
April ..	124	138	127	132	130	131	111	125	113	120	127	121
May ..	124	137	127	133	127	131	117	128	119	117	126	118
June ..	124	136	127	131	125	129	118	126	120	113	123	115
July ..	125	134	126	131	125	129	121	127	122	117	123	118
August ..	124	137	127	131	128	130	124	130	125	118	125	119
September ..	124	139	128	133	129	132	125	134	126	117	129	119
October ..	127	142	131	137	132	135	126	137	128	117	131	120
November ..	129	145	133	140	134	138	123	137	126	118	134	120
December ..	131	144	134	141	132	138	119	133	121	121	134	124
1940—												
January ..	129	139	132	140	132	137	110	125	113	121	138	124
February ..	129	144	133	141	138	140	111	131	115	121	143	125
March ..	130	149	135	142	140	142	115	138	119	123	144	127
April ..	128	148	133	144	139	143	115	132	118	126	148	130
May ..	124	145	129	143	137	141	121	133	123	123	143	127
June(b) ..	129	145	133	142	135	139	126	130	126	121	141	124
Number of Factories in Sample ..	1,901			100			150			147		
Percentage of Employees (d) in Sample in 1939-40 ..	84			19			45			59		

For footnotes see next page.

INDEX OF EMPLOYMENT IN FACTORIES—continued.

(Base: Average for Year 1928-29 = 100.)

Period.	Western Australia.			Tasmania.			Australia.			Australia divided by Index of Employee Population.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
Number of Employees ('000)(a)	16.0	3.8	19.8	7.7	2.3	10.0	315.9	116.1	432.0	..	..	..
1928-29 ..	100	100	100	100	100	100	100.0	100.0	100.0	100.0	100.0	100.0
1929-30 ..	94	98	94	105	99	104	92.4	94.6	93.0	91.0	92.9	91.5
1930-31 ..	68	76	69	85	83	84	72.9	79.1	74.6	71.0	76.4	72.4
1931-32 ..	61	75	63	84	87	85	70.4	84.1	74.1	67.7	80.0	71.0
1932-33 ..	68	81	70	86	90	87	77.6	93.1	81.8	73.7	87.3	77.4
1933-34 ..	75	85	77	93	89	92	86.1	99.4	89.7	80.8	92.0	84.0
1934-35 ..	83	92	85	101	97	100	96.3	108.4	99.6	89.4	98.9	92.2
1935-36 ..	99	106	100	112	103	110	107.0	116.2	109.4	98.4	105.0	100.2
1936-37 ..	107	113	108	122	103	118	114.4	121.2	116.3	104.1	108.3	105.3
1937-38 ..	110	116	111	130	108	125	122.9	128.0	124.3	110.7	113.0	111.3
1938-39 ..	110	119	112	137	115	132	124.4	130.0	125.9	110.9	113.4	111.6
1939-40 ..	107	123	110	145	126	140	128.9	136.7	131.0	(c)	(c)	(c)
1939—												
January ..	109	118	111	143	121	138	122.3	122.5	122.4	109.0	106.9	108.4
February ..	110	120	112	146	126	141	124.4	131.2	126.2	110.8	114.3	111.7
March ..	110	119	112	145	124	140	125.6	134.0	127.9	111.8	116.7	113.1
April ..	110	118	111	141	125	137	124.3	132.0	126.4	110.5	114.8	111.7
May ..	110	121	112	139	117	134	125.0	130.3	126.5	111.1	113.7	111.7
June ..	108	120	110	135	120	132	124.2	128.5	125.3	110.3	111.6	110.5
July ..	106	120	109	132	116	129	124.4	128.3	125.4	}		
August ..	107	117	108	133	112	128	124.8	130.6	126.3			
September ..	106	120	109	134	108	128	125.6	132.5	127.4			
October ..	107	124	110	139	113	133	128.6	135.9	130.5			
November ..	108	127	111	144	116	138	130.2	137.9	132.2			
December ..	109	128	112	146	117	140	131.0	136.8	132.5			
1940—												
January ..	107	122	110	151	120	144	129.4	134.4	130.7	}		
February ..	108	123	111	154	134	149	130.0	139.9	132.6			
March ..	109	124	112	152	136	148	131.3	143.3	134.5			
April ..	108	124	111	152	145	151	131.0	142.2	134.0			
May ..	108	124	111	149	147	149	129.4	140.3	132.3			
June (b) ..	106	123	110	147	150	147	131.5	138.8	133.4			
Number of Factories in Sample ..		92			49			2,439			2,439	
Percentage of Employees (d) in Sample in 1939-40 ..		10			56			53			53	

(a) Number of employees in the base year, 1928-29, exclusive of working proprietors and those engaged solely on the delivery and sale of goods. (b) Indexes for later months may be obtained from the *Monthly Review of Business Statistics* and quarterly press notices on employment issued by this Bureau. (c) Not available pending revision. (d) The indexes from July, 1940, published in the *Monthly Review of Business Statistics*, are based on sample returns and will be revised. The samples vary in quality, so these percentages are intended to give only a very rough idea of the relative accuracy of the estimates.

INDEX OF EMPLOYMENT IN RETAIL STORES.

(Base: July, 1933 = 100.)

Month.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.	Australian Index divided by Index of Employee Population.
1933—July ..	100	100	100	100	100	100	100.0	100.0
1933-34 ..	103	107	101	102	99	106	103.7	103.2
1934-35 ..	111	118	106	108	105	108	111.6	109.8
1935-36 ..	118	130	109	114	110	112	119.4	116.2
1936-37 ..	124	137	111	115	115	119	124.7	120.1
1937-38 ..	130	141	112	115	116	118	128.3	122.2
1938-39 ..	132	142	114	114	116	133	130.0	122.5
1939-40 ..	132	144	117	112	115	139	130.9	(a)
1938—								
July ..	134	139	111	114	120	130	129.4	122.5
August ..	129	135	111	112	113	127	126.0	119.2
September ..	128	137	111	118	114	127	126.7	119.8
October ..	129	142	110	113	115	128	128.0	120.9
November ..	132	146	115	116	116	130	131.3	123.9
December ..	148	165	127	124	131	146	146.9	138.5
1939—								
January ..	129	142	113	111	120	137	128.8	121.3
February ..	134	141	113	112	113	131	129.8	122.2
March ..	129	139	113	111	113	132	127.2	119.6
April ..	129	139	112	111	113	133	127.4	119.7
May ..	131	141	114	111	113	134	128.7	120.8
June ..	130	142	118	113	113	138	129.5	121.4
Average 1938-39	132	142	114	114	116	133	130.0	122.5
1939—								
July ..	133	138	116	110	119	138	129.4	} (a)
August ..	129	137	114	109	114	134	126.8	
September ..	129	137	114	112	111	133	126.6	
October ..	130	141	114	109	111	135	128.1	
November ..	133	147	117	111	113	139	131.6	
December ..	148	165	131	127	125	154	147.8	
1940—								
January ..	132	144	117	111	118	144	130.9	
February ..	135	139	114	110	115	138	130.0	
March ..	131	140	114	110	116	137	128.6	
April ..	129	144	116	111	115	137	129.5	
May ..	130	145	116	111	114	139	130.4	
June (b) ..	130	149	116	111	114	138	131.1	
Average 1939-40	132	144	117	112	115	139	130.9	(a)
Number of Establishments now furnishing Returns ..	599	102	120	35	69	14	939	..

(a) Not available pending revision.

(b) Indexes for later months may be obtained from the *Monthly Review of Business Statistics* and quarterly press notices on employment, issued by this Bureau.

EMPLOYMENT AND UNEMPLOYMENT OF ALL AVAILABLE WAGE AND SALARY EARNERS : NEW SOUTH WALES

Period.	Proportion of all who are dependent on and available for employment.			
	Including as employed the full-time equivalent of part-time relief workers.		Including all part-time relief workers as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1933-June (Census) ..	74.4	25.6	73.5	26.5
1933-34	77.9	22.1	75.9	24.1
1934-35	83.8	16.2	81.2	18.8
1935-36	88.6	11.4	86.1	13.9
1936-37	91.5	8.5	90.0	10.0
1937-38	95.7	4.3	94.5	5.5
1938-39	94.9	5.1	93.8	6.2
1939-June	93.7	6.3	92.6	7.4
1940—				
January	94.4	5.6	93.6	6.4
February	95.1	4.9	94.4	5.6
March	95.6	4.4	94.9	5.1

Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage-earners, the index of employment and unemployment has been discontinued since April, 1940.

In estimating the increase in the number of persons dependent on employment allowance was made for (a) increase in the proportion of females who were wage earners, and (b) youths who were without occupation but were not recorded in the wage-earning group at the 1933 Census. Adjustment for seasonal variations in employment was not made.

At the Census of 30th June, 1933, 15,142 persons dependent on employment in New South Wales were unemployed by reason of illness, accident, etc., or "voluntarily." This number, representing 1.8 per cent. of all persons dependent on employment, is excluded from the above indexes, which relate to percentages of available wage earners employed and unemployed.

The following table, compiled by the Government Statistician of New South Wales, shows the approximate number of persons employed in the middle week of the months specified.

EMPLOYMENT : NEW SOUTH WALES.

Month.	Total in employment. (a)	Total in private employment.	Total employed in factories.	Number employed by employers with ten or more employees in—			
				Mines.	Retail trade.	Wholesale trade.	Offices and commerce.
1933—June (b) ..	594,273	477,577	139,744	15,504	38,544	17,638	20,340
1934—June ..	639,646	518,645	162,700	(c)	(c)	(c)	(c)
1935—June ..	694,815	567,110	182,200	(c)	(c)	(c)	(c)
1936—June ..	741,934	613,631	199,200	18,995	47,653	22,792	25,543
1937—June ..	800,405	652,947	216,900	18,555	49,877	24,808	24,857
1938—June ..	839,511	688,881	229,000	20,980	51,921	25,212	26,297
1939—June ..	831,555	678,577	238,900	20,873	51,667	25,212	27,277
1940—June (d) ..	856,446	700,155	240,800	21,128	51,622	25,871	28,714

(a) Excluding rationed relief workers. (b) Census of 30th June. (c) Comparable figures not available. (d) Excluding men in the Forces who were not on pay sheets of private employers.

The following table has been compiled by the Queensland Bureau of Industry from census results, unemployed insurance contributions, workers' compensation records, and shop and factory returns. The table gives a comprehensive statement of all persons in work (other than relief work) in Queensland, whether as employees, employers, or independent workers.

EMPLOYMENT : QUEENSLAND.

Period.	Numbers in Work.			
	Employers and workers on own account.	Employees.	Working for no wages.	Total
Average—				
1928-29	86,300	204,400	9,100	299,800
1932-33	93,100	184,600	9,400	287,100
1933-34	94,700	194,700	9,600	299,000
1934-35	96,800	214,500	9,700	321,000
1935-36	98,900	223,500	9,900	332,300
1936-37	100,900	234,500	10,100	345,500
1937-38	103,000	245,800	10,300	359,100
1938-39	105,100	257,700	10,500	373,300
1939-40	106,800	264,500	10,600	381,900
Three months ended				
1939-40—				
July	106,100	265,800	10,500	382,400
August	106,200	263,500	10,600	380,300
September	106,400	261,000	10,600	378,000
October	106,500	260,900	10,600	378,000
November	106,600	262,300	10,600	379,500
December	106,600	261,300	10,600	378,500
January	106,700	264,200	10,600	381,500
February	106,900	267,500	10,600	385,000
March	107,000	268,300	10,600	385,900
April	107,100	267,800	10,600	385,500
May	107,100	265,800	10,600	383,500
June	107,000	267,500	10,700	385,200

In the table above enlisted men have been excluded from the estimates of employment, and adjustments have been made to allow for the effect on employment of home-defence training. The figures shown for the three-monthly periods have been corrected for seasonal variation.

EMPLOYMENT: TASMANIA.

Period.	Private Industry.			Public Authorities.			Total Employment— Public and Private.		
	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.
1936-37 ..	30,858	9,522	40,380	10,708	1,763	12,561	41,656	11,285	52,941
1937-38 ..	34,001	10,685	44,686	10,581	1,825	12,406	44,582	12,510	57,092
1938-39 ..	37,849	12,184	50,033	10,488	1,879	12,367	48,337	14,063	62,400
1939-40 (a) ..	39,059	13,151	52,810	10,725	1,972	12,697	50,384	15,123	65,507
1938-39—									
September ..	35,933	11,477	47,410	10,593	1,875	12,468	46,526	13,352	59,878
October ..	36,417	11,553	47,970	10,701	1,879	12,580	47,118	13,432	60,550
November ..	37,670	11,765	49,435	10,561	1,879	12,440	48,231	13,644	61,875
December ..	38,463	12,376	50,839	10,728	1,843	12,571	49,191	14,219	63,410
January ..	39,006	13,249	52,255	10,249	1,784	12,033	49,255	15,033	64,288
February ..	39,435	12,850	52,285	10,624	1,913	12,537	50,059	14,763	64,822
March ..	41,728	13,616	55,344	10,637	1,903	12,540	52,365	15,519	67,884
April ..	39,825	12,543	52,368	10,187	1,895	12,082	50,012	14,438	64,450
May ..	38,863	12,191	51,054	10,111	1,911	12,022	48,974	14,102	63,076
June ..	36,964	11,883	48,847	10,208	1,925	12,133	47,172	13,808	60,980
1939-40—	(a)	(a)	(a)				(a)	(a)	(a)
July ..	37,236	11,626	48,862	10,100	1,948	12,048	47,336	13,574	60,910
August ..	37,442	11,823	49,265	10,317	1,958	12,275	47,759	13,781	61,540
September ..	37,412	11,982	49,394	10,381	1,950	12,334	47,796	13,932	61,728
October ..	38,210	11,872	50,082	10,665	1,948	12,613	48,875	13,820	62,695
November ..	38,066	12,331	51,300	10,672	1,963	12,635	49,638	14,297	63,935
December ..	40,082	13,341	53,423	10,960	1,955	12,915	51,042	15,296	66,338
January ..	41,951	13,901	55,855	10,828	1,865	12,693	52,779	15,769	68,548
February ..	41,676	13,230	54,906	11,051	1,993	13,044	52,727	15,223	67,950
March ..	42,088	14,918	57,006	11,007	1,999	13,006	53,185	16,017	70,102
April ..	40,792	14,541	55,333	11,060	2,039	13,099	51,852	16,580	68,432
May ..	41,048	14,359	55,407	11,035	2,019	13,054	52,083	16,378	68,461
June ..	39,012	13,883	52,895	10,531	2,024	12,555	49,543	15,907	65,450

(a) Subject to revision.

The table above is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment.

For each month of 1938-39 the figures in the table may be regarded as providing a virtually complete record of total employment based on final collected figures. They are a combination of monthly figures received currently and annually, covering both private and public employment. They are deficient only to the inappreciable extent that some relief and other intermittent workers and domestic workers in private homes are not covered by the monthly returns. On the other hand, to the extent that they embrace the majority of workers subject to intermittent employment over the whole year, they reflect fully the seasonal and all other influences upon employment in Tasmania.

For the months since June, 1939, the figures are estimates based upon the current monthly movements of all public authority employment and of about 44 per cent. of total private employment. For a given month the figure of total private employment of the corresponding month of the previous year is changed in the ratio of the change of the current figure of private employment. The indication of the position for all employment in Tasmania given by this technical procedure must be read in the light of other indications of current change.

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

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

Further references to the special legislation relating to unemployment, rates of tax and sustenance payments will be found in *Labour Reports*, Nos. 22 to 30.

§ 3. Apprenticeship.

In Official Year Book No. 16, pp. 602-3, particulars are given of legislation relating to the question of apprenticeship. Tables are included showing the periods of apprenticeship fixed in the awards of the various industrial tribunals of the States and Commonwealth, also the proportion of apprentices to journeymen and journeywomen. This information has been omitted from the present issue. Reference to legislation covering apprenticeship appears in the Appendix to Official Year Book, No. 23.

E.—ASSOCIATIONS.

§ 1. Labour Organizations.

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

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Official Year Book. The latest information available as to registrations is as follows:—New South Wales, 190 industrial unions of employers and 156 industrial unions of employees, the membership not being available in either case; Queensland, 17 industrial unions of employers with approximately 15,000 members, and 79 industrial unions of employees with approximately 186,000 members; South Australia, 33 organizations of employers with 26,000 members; Western Australia, 31 organizations of employers with 1,150 members, and 135 organizations of employees with 55,000 members. There is no provision in the South Australian Industrial Acts for the registration of organizations of employers, and in Victoria and Tasmania, where Wages Board systems of wage fixation are in operation, organizations of employers and employees are not required to register. Registration under Commonwealth legislation began in 1906. In that and the four years following, there was but one union of employers; another was registered in 1911. The unions of employees registered were 20 in 1906, with 41,413 members. On 31st December, 1939, there were 32 registered organizations of employers and 144 registered organizations of employees, with a total estimated membership for the latter of 770,000.

2. *Particulars regarding Trade Unions.*—(i) *Types.* The trade unions in Australia are very diverse in character, and range from the small independent association to the large interstate organization, which, in its turn, may be merely a branch of a British or

International union. Broadly speaking, there are four distinct classes of labour organizations :—(i) the local independent ; (ii) the State ; (iii) the interstate ; and (iv) the Australasian or International ; but a number of variations occur from each of these classes. The leading characteristics of each of these types are briefly outlined in *Labour Report No. 2* (pp. 7-9) issued by this Bureau.

(ii) *Number and Membership.* As already stated, the figures for trade unions registered under the Acts do not represent the position of unionism in Australia. In 1912 the Labour and Industrial Branch of the Commonwealth Bureau of Census and Statistics was established and with the cordial co-operation of the officials of the labour organizations comprehensive figures relating to the development of organized labour are now available. The following table shows the position at the end of 1939 :—

TRADE UNIONS : BRANCHES AND MEMBERS, 1939.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales	200	598	358,391
Victoria	149	398	216,803
Queensland	114	312	180,653
South Australia	117	178	67,282
Western Australia	141	204	67,833
Tasmania	79	69	22,062
Northern Territory	4	..	761
Australian Capital Territory	15	1	1,685
Total	819	1,760	915,470
Australia (a)	380(a)	2,199(b)	915,470

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

(b) See remarks below.

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, exclusive of branches therein, and each union is counted once only. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organization. In taking the total number of separate unions in Australia (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line, allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches" in the third column—last line. The scheme of organization of these interstate or federated unions varies greatly in character, and the number of separate Commonwealth unions does not, therefore, fairly represent the number of practically independent organizations in Australia. In some of these unions the State organizations are bound together under a system of unification and centralized control while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. There are, therefore, 380 distinct organizations and interstate groups of organizations in Australia, having 2,199 State branches and sub-branches, and a total of 915,470 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 and, while interstate or federated unions are counted once in each State in which they are represented, sub-branches within a State are not counted :—

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Groups.	1935.	1936.	1937.	1938.	1939.
NUMBER OF UNIONS.					
Manufacturing—	(a)	(a)	(a)	(a)	(a)
I. Wood, Furniture, etc. . .	17 (4)	17 (4)	17 (4)	17 (4)	17 (4)
II. Engineering, Metal Works, etc. . .	61 (21)	63 (21)	63 (22)	63 (22)	64 (22)
III. Food, Drink, Tobacco, etc. . .	63 (32)	69 (33)	70 (35)	70 (34)	72 (35)
IV. Clothing, Hats, Boots, etc. . .	24 (11)	24 (11)	24 (11)	26 (12)	26 (12)
V. Books, Printing, etc. . .	15 (9)	14 (8)	14 (7)	14 (8)	14 (8)
VI. Other Manufacturing . . .	73 (34)	73 (35)	73 (36)	73 (36)	71 (37)
VII. Building . . .	49 (26)	49 (27)	49 (27)	49 (28)	48 (28)
VIII. Mining, Quarrying, etc. . .	16 (13)	16 (13)	15 (12)	15 (12)	16 (13)
IX. Railway and Tramway Services . .	52 (30)	50 (29)	50 (28)	50 (27)	51 (29)
X. Other Land Transport . . .	10 (4)	11 (4)	12 (5)	13 (6)	13 (6)
XI. Shipping, etc. . .	55 (22)	55 (21)	55 (21)	55 (20)	60 (21)
XII. Pastoral, Agricultural, etc. . .	10 (7)	11 (7)	9 (8)	9 (6)	9 (5)
XIII. Domestic, Hotels, etc. . .	19 (14)	20 (15)	20 (15)	20 (16)	19 (18)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	32 (19)	32 (16)	32 (16)	32 (16)	33 (20)
(ii) Public Service . . .	148 (47)	148 (48)	148 (47)	148 (50)	147 (50)
(iii) Retail and Wholesale . . .	8 (8)	8 (8)	8 (8)	8 (8)	15 (8)
(iv) Municipal, Sewerage and Labouring . . .	16 (11)	16 (11)	16 (11)	16 (12)	20 (11)
(v) Other Miscellaneous . . .	108 (42)	108 (43)	108 (45)	123 (49)	124 (53)
Total . . .	776 (354)^a	784 (356)^a	783 (358)^a	801 (366)^a	819 (380)^a

NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc. . .	27,079	25,365	27,465	27,831	27,990
II. Engineering, Metal Works, etc. . .	76,070	79,047	83,993	94,228	99,731
III. Food, Drink, Tobacco, etc. . .	68,292	72,129	76,702	75,753	80,328
IV. Clothing, Hats, Boots, etc. . .	59,484	62,269	66,323	66,427	68,847
V. Books, Printing, etc. . .	18,808	19,425	20,461	21,661	22,303
VI. Other Manufacturing . . .	44,388	46,832	49,323	48,410	52,074
VII. Building . . .	51,034	56,727	59,484	47,933	45,651
VIII. Mining, Quarrying, etc. . .	35,636	40,184	43,912	43,429	48,812
IX. Railway and Tramway Services . .	97,443	94,944	97,435	104,523	105,938
X. Other Land Transport . . .	10,339	10,287	13,829	18,969	19,488
XI. Shipping, etc. . .	26,388	27,346	27,611	28,780	28,760
XII. Pastoral, Agricultural, etc. . .	28,782	31,869	34,624	38,424	40,276
XIII. Domestic, Hotels, etc. . .	19,043	16,091	15,933	12,835	13,177
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	34,405	35,315	36,044	37,639	39,013
(ii) Public Service . . .	82,776	83,484	84,716	86,797	89,848
(iii) Retail and Wholesale . . .	32,619	32,178	33,055	34,140	36,290
(iv) Municipal, Sewerage and Labouring . . .	38,026	39,603	40,948	45,126	46,552
(v) Other Miscellaneous . . .	38,118	41,723	41,425	52,233	50,392
Total . . .	790,830	814,809	856,283	885,158	915,470

(a) Allowing for interstate duplication.

(iv) *Trade Unions: Numbers of Male and Female Members and Percentages to total Employees, Australia.* The estimated numbers of male and female wage and salary earners (including unemployed) aged 20 years and over have been obtained by increasing the numbers of such persons enumerated at the 1933 Census in ratio to the annual increases in males and females aged 20 to 64 years. Similarly, for wage and salary earners (including unemployed) under 20 years the numbers of such persons at the 1933 Census have been increased in ratio to the annual increases in males and females 15 to 19 years. Further, allowance has been made for (a) increase in the proportion of females who are wage and salary earners and (b) youths who were without occupation but were not recorded in the wage-earning group at the 1933 Census.

Revised Estimates of Employee Population.

Following on tabulation of the results of the National Register of July, 1939, and a further analysis of grades of occupation of persons under age 20 years, as classified at the Census of 1933, it was found necessary to revise the estimated numbers in the wage and salary earning group. These revised estimates are shown below as at December in each year 1935 to 1939. The numbers include all who would normally be classifiable as "available" wage and salary earners (excluding unpaid helpers but including persons unemployed from any cause):—

TRADE UNIONS : NUMBER OF MALE AND FEMALE MEMBERS AND PERCENTAGE TO TOTAL EMPLOYEES, AUSTRALIA.

Particulars.	1935.	1936.	1937.	1938.	1939.
MALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,432,900	1,451,600	1,470,200	1,488,200	1,507,500
No. of Members of Unions ..	662,447	685,795	720,587	748,749	778,336
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	46.2	47.2	49.0	50.3	51.6
Junior Wage and Salary Earners (under 20)	263,400	265,400	268,600	273,200	275,600
FEMALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	389,700	397,600	404,700	410,900	417,600
No. of Members of Unions ..	128,383	129,014	135,696	136,409	137,134
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	32.9	32.4	33.5	33.2	32.8
Junior Wage and Salary Earners (under 20)	173,600	176,400	179,900	183,900	187,200
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,822,600	1,849,200	1,874,900	1,899,100	1,925,100
No. of Members of Unions ..	790,830	814,809	856,283	885,158	915,470
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	43.4	44.1	45.7	46.6	47.6
Junior Wage and Salary Earners (under 20)	437,000	441,800	448,500	457,100	462,800

The following table shows separately for males and females (a) the number of members of trade unions; (b) the estimated number of wage and salary earners of each sex 20 years of age and over in all professions, trades and occupations; and (c) the percentage of the former (a) on the latter (b) at the end of each year, 1935 to 1939. The estimated number of wage and salary earners includes all persons 20 years of age and over in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover the age at which persons are eligible for membership varies in different unions. The census results are classified in quinquennial age groups, and age 20 years is taken as approximating to the age of admission to membership. A line has also been added showing the estimated numbers of "junior" workers under 20 years of age. The figures for years prior to 1938 previously published in the Official Year Book have been revised:—

TRADE UNIONS : NUMBER OF MALE AND FEMALE MEMBERS AND PERCENTAGE TO TOTAL EMPLOYEES, AUSTRALIA.

Particulars.	1935.	1936.	1937.	1938.	1939.
MALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,432,905	1,453,006	1,473,323	1,493,647	1,512,854
No. of Members of Unions ..	662,447	685,795	720,587	748,749	778,336
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	46.2	47.2	48.9	50.1	51.4
Junior Wage and Salary Earners (under 20)	223,613	221,197	227,776	231,536	235,945
FEMALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	388,167	396,893	406,708	415,789	425,377
No. of Members of Unions ..	128,383	129,014	135,696	136,409	137,134
Percentage of Members on Estimated Number of Wage and Salary Earners ..	33.1	32.5	33.4	32.8	32.2
Junior Wage and Salary Earners (under 20)	141,345	142,138	143,840	145,674	148,248
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,821,072	1,850,349	1,880,031	1,909,436	1,938,231
No. of Members of Unions ..	790,830	814,809	856,283	885,158	915,470
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	43.4	44.0	45.5	46.4	47.2
Junior Wage and Salary Earners (under 20)	364,958	367,335	371,616	377,210	384,193

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1939:—

INTERSTATE OR FEDERATED UNIONS : AUSTRALIA, 1939.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	19	11	20	24	42	116
Number of Members ..	30,888	33,319	120,664	209,369	361,884	756,124

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

It appears, therefore, that 116 out of the 380 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 116 unions was 756,124 or 83 per cent. of the membership 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 of the central council on the local councils in the smaller industrial centres of the State, the councils in each State are, as a matter of fact, independent bodies.

A new Central Labour Organization, called the Australasian Council of Trade Unions, came into being during 1927. The Council was created to function on behalf of the Trade Unions of Australia, and was founded at an All-Australian Trade Union Congress held in Melbourne in May, 1927. The Australasian Council is based on the Metropolitan Trades and Labour Councils in each State, such bodies having the right to appoint two representatives to act on the Executive of the Council. The Metropolitan Trades and Labour Councils are the branches of the Australasian Council. In addition to the representatives from the Metropolitan Councils, the Executive consists of four officers—the President, two Vice-Presidents, and a Secretary, who are elected by and from the All-Australian Trade Union Congress.

The objective of the Council is the socialization of industry, i.e., production and exchange. The methods to be adopted are:—(a) The closer organization of the workers by the transformation of the Australasian Trade Union Movement from the Craft to an Industrial basis by the establishment of one Union in each industry; (b) the consolidation of the Australasian Labour Movement with the object of unified control, administration and action; (c) the centralized control of industrial disputes; and (d) educational propaganda among unions. The Australasian Council of Trade Unions is the first interstate body in Australia with authority to deal with industrial matters of an interstate character affecting the Trade Union movement generally. It is also the body responsible for submitting to the Commonwealth Government the names of persons suitable for selection as the Australian workers' delegate to the Annual International Labour Conference.

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated thereto, in each State at the end of 1939:—

CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AFFILIATED, 1939.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	A.C.T.	Total.
Number of Councils	3	5	6	2	8	2	1	27
Number of Unions and Branch Unions affiliated	103	179	79	50	210	59	9	689

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

Between the trade union and the central organization of unions may be classed certain State or district councils organized on trade lines, and composed of delegates from separate unions the interests of the members of which are closely connected by reason of the occupation 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 is given of Labour Laws in force in Australia at the end of 1922, and of Acts and Regulations relating to Factories and Shops.

Information was contained in the same issue regarding 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 is also included.

§ 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 employers 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.

The year 1922 was the first for which information was collected, and detailed particulars for that and subsequent years appear in previous issues of the Official Year Book and in the *Labour Reports*.

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 1935 to 1939:—

EMPLOYERS' ASSOCIATIONS.

Year.	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Tas.	Total.
NUMBER OF ASSOCIATIONS.							
1935	(a) 131	156	72	60	56	25	(a) 500
1936	(a) 134	150	73	61	58	30	(a) 506
1937	(a) 134	149	78	61	59	30	(a) 511
1938	(b) 134	147	76	62	58	29	(b) 506
1939	(b) 136	152	75	61	60	30	(b) 514

NUMBER OF BRANCHES.

1935	786	559	135	13	302	8	1,803
1936	806	608	393	32	296	6	2,141
1937	681	548	394	33	184	10	1,850
1938	658	561	391	32	85	6	1,733
1939	670	559	405	27	85	5	1,751

MEMBERSHIP.

1935	a 59,444	37,765	18,556	7,536	10,791	2,087	a 136,179
1936	a 60,135	50,262	35,764	8,813	11,193	2,257	a 168,424
1937	a 63,747	50,566	33,150	9,081	10,978	2,152	a 169,674
1938	b 66,573	53,745	32,407	9,671	11,312	1,982	b 175,690
1939	b 66,861	54,451	31,915	10,257	11,600	2,006	b 177,090

(a) Includes one association in the Australian Capital Territory.

(b) Includes two associations

in the Australian Capital Territory.

There has been a large increase in the number of branches since 1926, due to the inclusion of associations representing agricultural interests, while the increase in total membership is partly attributable to a more complete collection of statistics relating to these organizations.

3. **Employers' Associations in Industrial Groups.**—The figures in the following table refer to Australia at the end of the years 1938 and 1939 :—

EMPLOYERS' ASSOCIATIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Class.	Number of Associations.		Number of Branches.		Membership.	
	1938.	1939.	1938.	1939.	1938.	1939.
Manufacturing :—						
I. Wood, Furniture, etc. . .	20	20	16	16	1,239	1,517
II. Engineering, etc. . .	18	20	1	2	2,632	2,540
III. Food, Drink, etc. . .	106	110	140	160	24,169	24,749
IV. Clothing, Hats, etc. . .	15	15	9	9	1,541	1,739
V. Books, Printing, etc. . .	39	40	..	..	2,625	2,596
VI. Other Manufacturing . .	39	42	2	3	3,624	3,988
VII. Building	26	26	10	12	2,176	2,169
VIII. Mining, Quarrying, etc. . .	11	9	..	2	288	244
X. Other Land Transport . .	18	18	10	11	3,271	3,190
XI. Shipping, etc.	18	20	3	9	265	277
XII. Pastoral, Agricultural, etc.	51	48	1,512	1,491	110,435	108,582
XIII. Domestic, Hotels, etc. . .	20	19	..	1	2,192	2,267
XIV. Miscellaneous	125	127	30	35	21,233	23,232
Total	506	514	1,733	1,751	175,690	177,090

The female membership of these associations was 6,200 for 1938 and 6,407 for 1939.

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, and Associated Chamber of Commerce, or a Central Council of Employers, 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 interstate or federated associations having branches in two or more States from 1935 to 1939 :—
INTERSTATE OR FEDERATED EMPLOYERS' ASSOCIATIONS.

Year.	Associations Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
NUMBER OF ASSOCIATIONS.						
1935	4	2	10	6	20	42
1936	5	2	8	6	17	38
1937	3	3	10	10	17	43
1938	5	1	7	14	17	44
1939	4	..	11	11	19	45
NUMBER OF MEMBERS.						
1935	10,529	57	3,311	63,155	37,723	114,775
1936	11,315	904	1,013	22,324	104,806	140,452
1937	9,351	2,019	1,118	92,049	38,908	143,445
1938	9,368	144	3,800	93,454	41,198	147,964
1939	8,299	..	5,219	89,287	43,723	146,458

The above table shows that associations having 83 per cent. of the total membership of employers' organizations are grouped together on an interstate basis.

F.—COMPARATIVE INDEX-NUMBERS.

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

COMPARATIVE INDEX-NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

(Base (a) of each Section : Weighted Average of Six Capitals 1911 = 1,000.)

Period.	Retail Price Index-numbers.				Nominal Wages, Adult Males.	Real Wages. (b)	Percentage of Unemployment among Trade Unionists.
	Food and Groceries.	Housing (4 and 5 Rooms).	Food and Housing (4 and 5 Rooms) "B" Series.	All Items of Household Expenditure "C" Series.			
Year—							%
1911	1,000	1,000	1,000	(c) 1,000	1,000	(c) 1,000	4.7
1914	1,144	1,082	1,121	1,140	1,081	948	8.3
1921	1,902	1,410	1,717	1,680	1,826	1,087	11.2
1928	1,761	1,743	1,755	1,675	1,963	1,172	10.8
1929	1,866	1,754	1,824	1,713	1,972	1,151	11.1
1930	1,682	1,711	1,693	1,618	1,939	1,198	19.3
1931	1,477	1,473	1,475	1,448	1,752	1,210	27.4
1932	1,425	1,336	1,391	1,377	1,639	1,190	29.0
1933	1,342	1,314	1,332	1,335	1,584	1,187	25.1
1934	1,400	1,324	1,371	1,355	1,590	1,173	20.5
1935	1,442	1,372	1,416	1,380	1,612	1,169	16.5
1936	1,475	1,437	1,461	1,409	1,638	1,162	12.2
1937	1,521	1,488	1,510	1,448	1,707	1,178	9.3
1938	1,584	1,540	1,568	1,488	1,799	1,209	8.7
1939	1,657	1,577	1,626	1,526	1,846	1,211	9.7
1940	1,679	1,590	1,644	1,588	1,889	1,190	8.0

(a) The index-numbers given in the separate columns of the table cannot be compared with each other in order to show the relative cost of housing, and food and groceries, since the cost in 1911 in each group or combination is made equal to 1,000. (b) Index of nominal weekly wage rates divided by "C" Series Index of retail prices. (c) Taken back from true base (November, 1914) by means of the Food and Rent of All Houses ("A" Series) Index.

COMPARATIVE INDEX-NUMBERS FOR THE SIX CAPITAL CITIES
COMBINED—continued.

(Base (a) of each Section : Weighted Average of Six Capitals 1911 = 1000.)

Period.	Retail Price Index-numbers.				Nominal Wages Adult Males.	Real Wages. (b)	Percentage of Unemploy- ment among Trade Unionists.
	Food and Grocer- ies.	Housing (4 and 5 Rooms).	Food and Housing (4 and 5 Rooms) "B" Series.	All Items of House- hold Ex- pendi- ture "C" Series.			
Quarter—							
1930.							
March	1,751	1,782	1,763	1,670	1,973	1,181	%
June	1,734	1,744	1,738	1,653	1,950	1,183	14.6
September .. .	1,673	1,692	1,680	1,607	1,939	1,207	18.5
December .. .	1,568	1,625	1,590	1,542	1,887	1,224	20.5
1931.							
March	1,538	1,560	1,546	1,500	1,814	1,209	25.8
June	1,496	1,501	1,498	1,464	1,704	1,205	27.6
September .. .	1,435	1,447	1,439	1,423	1,735	1,219	28.3
December .. .	1,439	1,382	1,418	1,406	1,694	1,205	28.0
1932.							
March	1,465	1,358	1,425	1,403	1,680	1,197	28.3
June	1,448	1,345	1,409	1,389	1,672	1,204	30.0
September .. .	1,416	1,327	1,382	1,370	1,608	1,174	29.6
December .. .	1,369	1,314	1,348	1,346	1,597	1,186	28.1
1933.							
March	1,317	1,318	1,318	1,327	1,585	1,194	26.5
June	1,337	1,314	1,329	1,334	1,595	1,196	25.7
September .. .	1,359	1,311	1,341	1,340	1,587	1,184	25.1
December .. .	1,355	1,311	1,339	1,337	1,570	1,174	23.0
1934.							
March	1,371	1,315	1,350	1,344	1,572	1,170	21.9
June	1,404	1,319	1,372	1,358	1,592	1,172	20.9
September .. .	1,401	1,331	1,375	1,357	1,596	1,176	20.4
December .. .	1,422	1,332	1,388	1,391	1,599	1,175	18.8
1935.							
March	1,420	1,356	1,396	1,368	1,607	1,175	18.6
June	1,425	1,363	1,402	1,371	1,609	1,174	17.8
September .. .	1,461	1,379	1,430	1,389	1,613	1,161	15.9
December .. .	1,460	1,390	1,434	1,391	1,620	1,165	13.7
1936.							
March	1,445	1,413	1,433	1,391	1,623	1,167	13.4
June	1,455	1,425	1,444	1,397	1,629	1,166	12.8
September .. .	1,489	1,449	1,474	1,420	1,641	1,156	12.0
December .. .	1,510	1,461	1,491	1,430	1,659	1,160	10.7
1937.							
March	1,510	1,470	1,495	1,433	1,662	1,160	9.9
June	1,507	1,483	1,498	1,441	1,680	1,166	9.7
September .. .	1,526	1,499	1,516	1,454	1,721	1,184	9.3
December .. .	1,540	1,510	1,529	1,465	1,763	1,203	8.2
1938.							
March	1,540	1,521	1,534	1,467	1,778	1,212	8.0
June	1,572	1,534	1,558	1,482	1,787	1,206	8.6
September .. .	1,616	1,547	1,589	1,500	1,806	1,204	9.2
December .. .	1,608	1,559	1,589	1,501	1,823	1,213	8.9
1939.							
March	1,673	1,568	1,631	1,524	1,826	1,198	9.6
June	1,654	1,575	1,623	1,522	1,847	1,214	9.5
September .. .	1,645	1,582	1,620	1,520	1,854	1,220	10.2
December .. .	1,657	1,584	1,628	1,536	1,858	1,210	9.3
1940.							
March	1,640	1,587	1,620	1,542	1,864	1,209	7.9
June	1,688	1,589	1,649	1,583	1,875	1,184	10.5
September .. .	1,676	1,591	1,642	1,590	1,903	1,197	7.4
December .. .	1,710	1,593	1,663	1,635	1,912	1,166	6.2

(a) The index-numbers given in the separate columns of the table cannot be compared with each other in order to show the relative cost of housing, and food and groceries, since the cost in 1911 in each group or combination is made equal to 1,000. (b) Index of nominal weekly wage rates divided by "C" Series index of retail prices. (c) Taken back from true base (November, 1914) by means of the Food and Rent of All Houses ("A" Series) Index.