

CHAPTER XV.—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 Australia. The prices of a less extensive range of commodities were also collected at annual intervals, up to November, 1942, from approximately 200 towns throughout Australia.

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 field officers, while two supervising field officers are provided to assist in the co-ordination of activities in the several States. The prices are obtained, where practicable, from about ten retailers in each of the capital cities, and from about five retailers in the provincial towns. Retailers and house-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.

Price data is collected monthly in respect of food and groceries, and quarterly for all other items of the regimen.

Reference may be made to pages 1 to 1B of Labour Report No. 32, for 1941 and 1942, for some comments on the effects of war-time and other abnormal conditions on retail price index numbers.

§ 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. 31 and the Appendix to *Labour Report* No. 9.

2. *The Regimen.*—The "regimen" on which the retail price indexes are compiled consists of a list of those commodities and services which commonly enter into the consumption of the average household. For reasons of accuracy and practical convenience the list is confined to articles for which price data can be obtained with due precision throughout the year in the principal towns of Australia. The regimen is divided into the following groups and sections:—

RETAIL PRICES	
Group.	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).
IV. Miscellaneous	{ K.—Household Drapery. 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 also compiled for each group or section separately.

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

3. **The Mass Units.**—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. The "mass units" used as weights or multipliers remain the same as they were in pre-war years without any adjustment for rationing or scarcity of goods. The indexes therefore measure price changes on the basis of pre-war standards of consumption.

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.

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 1942 was as follows:—

Group.	Section.	Percentage of Total Aggregate Cost.
I. Food and Groceries	A.—Groceries	13.13
	B.—Dairy Produce	9.53
	C.—Meat	10.57
II. Housing	D.—House Rent (4 and 5 rooms) ..	21.91
	E.—Man	9.78
III. Clothing	F.—Woman	11.58
	G.—Boy, 10½ years	1.95
	H.—Girl, 7 years	1.28
	J.—Boy, 3½ years	0.77
	K.—Household Drapery	1.82
IV. Miscellaneous	L.—Household Utensils	0.58
	M.—Fuel and Light	4.71
	N.—Other Miscellaneous	12.39
		100.00

5. **Base Periods of the Indexes.**—The base period of the index is usually selected as a year or period from which it is informative (for current purposes) to begin comparisons. The index for the selected year or base period is 1,000. From time to time it is convenient to change the base period. Thus from 1911 to 1922 the base period of the index then compiled was the year 1911. When the All Items ("C" Series) index was first compiled in 1922 the month of November, 1914, was adopted as base as representing the level prevailing at the outbreak of war. As from 1st January, 1930, the average of the five years 1923–27 was adopted as base period. This remains in general use but for purposes of showing war-time changes the index is also published on the base of the average of the three years ended June, 1939, in the *Monthly Review of Business Statistics*.

6. **The Methods of Tabulation.**—The prices (converted to pence) received from retailers 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 1942.**—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.	1938.	1939.	1940.	1941.	1942.
FOOD AND GROCERIES.									
Sydney	523	553	646	1,062	904	936	952	962	1,040
Melbourne .. .	517	523	610	1,063	884	942	947	943	1,042
Brisbane .. .	530	569	603	1,014	838	864	889	911	972
Adelaide .. .	532	570	679	1,066	861	897	900	905	1,012
Perth	670	753	728	1,116	899	938	949	981	1,029
Hobart	565	592	678	1,133	880	923	944	970	1,017
Weighted Average (a) ..	533	559	640	1,064	886	927	939	947	1,031
HOUSING (4 AND 5 ROOMS).									
Sydney	593	701	760	989	1,004	1,035	1,042	1,043	1,043
Melbourne .. .	455	569	628	820	935	955	969	975	975
Brisbane .. .	283	373	466	630	841	854	857	860	862
Adelaide .. .	510	706	655	809	868	888	892	893	893
Perth	458	524	589	739	872	881	882	883	885
Hobart	405	452	518	881	913	925	933	933	933
Weighted Average (a) ..	497	612	662	862	942	965	973	976	976
FOOD, GROCERIES AND HOUSING.									
Sydney	548	606	687	1,036	941	972	985	992	1,039
Melbourne .. .	495	539	616	977	902	945	953	953	1,014
Brisbane .. .	442	500	554	877	838	858	875	889	927
Adelaide .. .	524	618	671	975	862	891	895	899	963
Perth	594	672	679	982	887	914	921	941	971
Hobart	508	542	621	1,044	891	922	938	953	1,000
Weighted Average (a) ..	520	578	648	992	906	939	950	956	1,007

(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 1943.—The following tables give 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.)

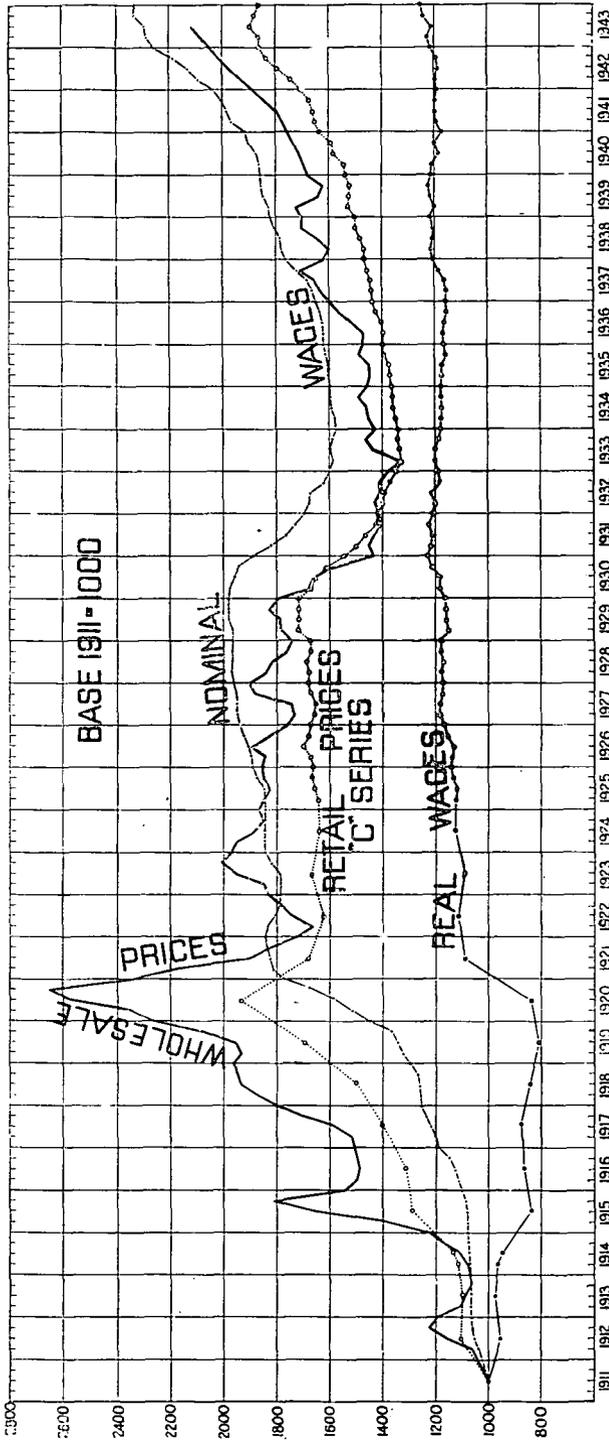
State and Town.	Nov- em- ber, 1921.	Year 1929.	Year 1936.	Year 1937.	Year 1938.	Year 1939.	Year 1940.	Year 1941.	Year 1942.	1943.	
										Mar. Qtr.	June Qtr.
NEW SOUTH WALES—											
Sydney ..	1,046	1,073	866	889	913	936	974	1,028	1,107	1,141	1,165
Newcastle ..	1,041	1,028	853	849	877	901	945	997	1,069	1,101	1,126
Broken Hill ..	975	1,018	848	893	940	955	981	1,049	1,132	1,148	1,185
Goulburn ..	1,033	1,108	864	867	893	916	949	1,005	1,087	1,116	1,140
Bathurst ..	947	979	833	842	860	883	923	974	1,050	1,080	1,107
Weighted Average, 5 Towns ..	1,042	1,067	865	886	911	933	972	1,026	1,104	1,137	1,162
VICTORIA—											
Melbourne ..	1,003	1,017	844	868	896	924	964	1,008	1,100	1,136	1,153
Ballarat ..	992	957	826	839	850	874	906	950	1,037	1,074	1,099
Bendigo ..	1,002	969	821	840	854	875	920	963	1,054	1,088	1,104
Geelong ..	1,019	980	848	855	884	911	941	984	1,065	1,099	1,125
Warrnambool ..	1,034	960	851	856	892	918	954	994	1,078	1,121	1,141
Weighted Average, 5 Towns ..	1,003	1,011	843	866	893	920	960	1,004	1,095	1,131	1,149
QUEENSLAND—											
Brisbane ..	923	923	804	837	852	870	908	963	1,033	1,063	1,083
Toowoomba ..	949	916	802	840	843	858	898	951	1,033	1,068	1,089
Rockhampton ..	972	904	802	840	853	867	905	959	1,032	1,059	1,086
Townsville ..	1,025 ^a	939 ^a	810 ^a	883	902	918	950	1,004	1,075	1,103	1,124
Bundaberg ..	994 ^b	931 ^b	779 ^b	809	831	847	879	938	1,015	1,047	1,068
Weighted Average, 5 Towns ..	941	922	803	840	854	871	909	964	1,035	1,066	1,086
SOUTH AUSTRALIA—											
Adelaide ..	989	1,037	839	859	888	906	936	988	1,075	1,093	1,111
Kadina, etc ..	998	943	765	769	786	810	833	882	962	983	1,008
Port Pirie ..	1,025	980	813	844	868	896	919	976	1,057	1,079	1,097
Mount Gambler ..	1,029	963	818	830	849	872	894	946	1,024	1,051	1,069
Peterborough ..	948	1,043	843	851	868	897	924	974	1,053	1,078	1,097
Weighted Average, 5 Towns ..	992	1,030	835	855	883	902	931	983	1,069	1,088	1,106
WESTERN AUSTRALIA—											
Perth, etc ..	1,008	1,026	856	869	882	901	932	993	1,061	1,092	1,115
Kalgoorlie, etc ..	1,048	1,032	1,027	1,030	1,048	1,066	1,099	1,165	1,175	1,178	1,202
Northam ..	1,030	1,022	860	890	900	915	947	1,017	1,079	1,098	1,122
Bunbury ..	1,045	978	880	897	914	936	962	1,018	1,065	1,091	1,112
Geraldton ..	1,056	1,051	933	970	957	965	990	1,055	1,114	1,138	1,171
Weighted Average, 5 Towns ..	1,020	1,026	870	884	897	915	946	1,008	1,070	1,099	1,123
TASMANIA—											
Hobart ..	1,070	1,000	860	875	887	908	945	1,001	1,078	1,108	1,118
Launceston ..	1,067	967	840	856	872	888	926	974	1,040	1,069	1,081
Burnie ..	1,003	966	814	854	865	879	917	971	1,035	1,073	1,095
Devonport ..	904	948	809	833	848	861	896	951	1,012	1,048	1,060
Queenstown ..	1,031	972	850	857	875	903	936	987	1,045	1,086	1,098
Weighted Average, 5 Towns ..	1,057	986	850	866	879	898	936	989	1,060	1,091	1,103
Weighted Average, 30 Towns ..	1,013	1,026	848	871	894	917	954	1,006	1,087	1,119	1,140
Weighted Average, 6 Capital Cities ..	1,013	1,033	850	873	897	920	957	1,008	1,091	1,123	1,143

(a) Charters Towers.

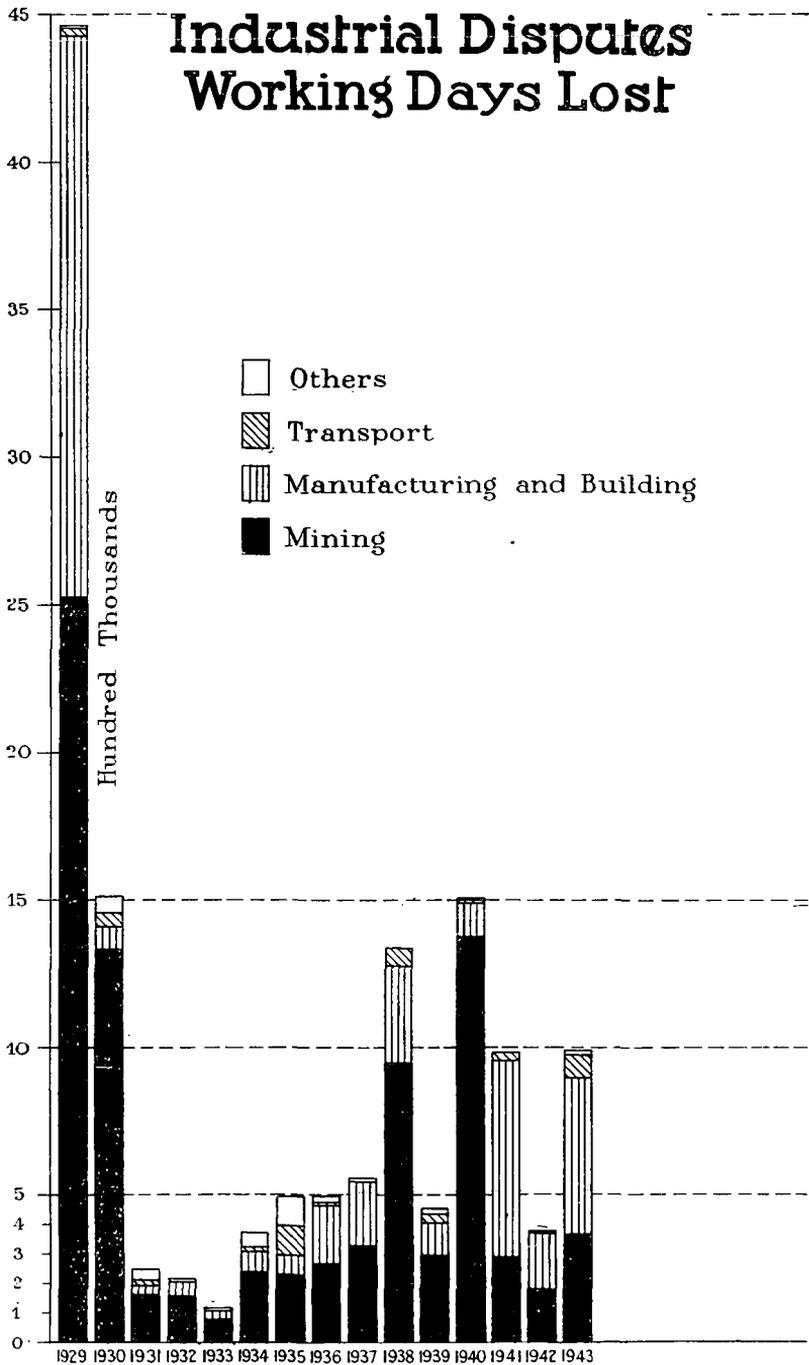
(b) Warwick.

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 Basis Group.

WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1943.



EXPLANATION.—The index-numbers in the above graph are for the Six Capital Cities as a whole, with the exception of these for Wholesale Prices, which are for Melbourne. They are all calculated to the common base 1911 = 1,000, the scale for which appears on the left of the graph. They are shown *quarterly* from 1912 to 1930, and thereafter the annual average in the case of the Wholesale Prices (Melbourne). The "C" Series, Retail Prices (Food, groceries, rent of 4 and 5 rooms, clothing and miscellaneous household expenditure) are shown *quarterly* from 1925. For the period 1911-1914 the "C" Series are taken back from the true base (November, 1914 = 1,000) by means of the "A" Series Index (Rent and Rent of All Houses). Nominal Wages are shown *quarterly* from 1914, and Real Wages *quarterly* from 1925. Real Wages are computed on the basis of the "C" Series.



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

RETAIL PRICE INDEX-NUMBERS: CAPITAL CITIES ("C" SERIES). ALL ITEMS OF HOUSEHOLD CONSUMPTION, 1914 TO 1920.

(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	1,350	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.	1941.					1942.				
	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	337	234	239	190	1,000	338	218	259	185	1,000
Newcastle	361	209	246	184	1,000	362	196	266	176	1,000
Broken Hill	380	171	236	204	1,000	396	154	251	199	1,000
Goulburn	362	202	251	185	1,000	362	188	268	182	1,000
Bathurst	353	200	257	190	1,000	354	186	275	185	1,000
Weighted Average 5 Towns	341	230	240	189	1,000	342	215	259	184	1,000
VICTORIA—										
Melbourne	338	223	244	195	1,000	341	204	267	188	1,000
Ballarat	352	172	264	212	1,000	353	158	284	205	1,000
Bendigo	357	177	255	211	1,000	355	163	279	203	1,000
Geelong	340	209	251	200	1,000	338	194	273	195	1,000
Warrnambool	342	217	247	194	1,000	340	201	270	189	1,000
Weighted Average 5 Towns	338	220	245	197	1,000	342	201	268	189	1,000
QUEENSLAND—										
Brisbane	340	207	256	197	1,000	339	193	275	193	1,000
Toowoomba	327	207	260	206	1,000	331	193	276	200	1,000
Rockhampton	349	184	263	204	1,000	346	171	282	201	1,000
Townsville	353	198	249	200	1,000	351	186	269	194	1,000
Bundaberg	368	160	263	209	1,000	364	148	284	204	1,000
Weighted Average 5 Towns	341	204	256	199	1,000	341	189	276	194	1,000
SOUTH AUSTRALIA—										
Adelaide	330	208	250	212	1,000	340	192	264	204	1,000
Kadina, etc.	394	101	272	233	1,000	395	91	286	228	1,000
Port Pirie	371	169	250	210	1,000	373	156	266	205	1,000
Mount Gambier	348	173	260	210	1,000	348	161	277	214	1,000
Peterborough	361	182	251	206	1,000	361	166	268	205	1,000
Weighted Average 5 Towns	334	203	250	213	1,000	342	187	266	205	1,000
WESTERN AUSTRALIA—										
Perth, etc.	356	205	245	194	1,000	350	192	267	191	1,000
Kalgoorlie, etc.	357	259	214	170	1,000	361	225	238	176	1,000
Norham	368	203	241	188	1,000	360	192	260	188	1,000
Bunbury	353	227	240	180	1,000	349	213	258	180	1,000
Geraldton	341	234	230	195	1,000	338	219	250	193	1,000
Weighted Average 5 Towns	356	211	241	192	1,000	351	196	264	189	1,000
TASMANIA—										
Hobart	349	216	247	188	1,000	350	199	268	183	1,000
Launceston	351	204	254	191	1,000	349	190	273	188	1,000
Burnie	371	201	250	178	1,000	367	190	271	172	1,000
Devonport	372	187	259	182	1,000	368	175	281	176	1,000
Queenstown	378	190	250	182	1,000	372	178	273	177	1,000
Weighted Average 5 Towns	353	209	250	188	1,000	352	195	270	183	1,000
Weighted Average for 30 Towns	341	220	244	195	1,000	343	203	265	189	1,000
Weighted Average 6 Capital Cities	339	223	244	194	1,000	341	207	264	188	1,000
Charters Towers (Q.)	361	149	257	233	1,000	360	141	274	225	1,000
Warwick (Q.)	350	173	263	214	1,000	343	160	283	214	1,000
Port Augusta (S.A.)	380	162	250	208	1,000	374	151	269	206	1,000

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

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 made 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 related up to 1942, therefore, to 200 towns. The results of the first investigation were published in *Labour Bulletin* No. 5 (pp. 26-33), and details of the 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 field officers.

The tabulation of this series of index-numbers was continued up to November, 1942, but has been suspended for the period of the war owing to the demand for economy.

§ 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.

(v) *Basis of Retail Price Index-Numbers.* Notwithstanding the slight modifications which, as indicated above, have occurred at intervals in respect of both the items of the regimen and the "mass units" applicable thereto, these index-numbers represent the cost from time to time of a constant regimen of specified grades. They are primarily constructed to measure fluctuations in retail prices of commodities and services which commonly enter into what is colloquially referred to as "cost of living". The regimen does not embrace all items which enter into cost of living, but includes representative items whose grade and price can be ascertained with due precision in the various cities and towns of Australia month by month and quarter by quarter. While the "C" series retail price index-numbers are used by Industrial Tribunals for purposes of assessing the amount of quarterly variation in basic wage rates, the amount of the wage itself is determined by the Court without any regard whatsoever to the retail price regimen or its cost.

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 1943.

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

Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building 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	1,121
1891	895	847	1,024	995	1,032	888	780	1,194	945
1901	1,061	774	928	1,029	1,048	1,345	841	917	974
1902	1,007	756	1,192	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	861	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	1,009	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	1,362	1,568	1,567	1,784	1,882	2,890	2,298	1,713
1941	1,960	1,402	1,721	1,554	1,884	1,776	3,138	2,527	1,796
1942	2,146	1,507	1,900	1,665	1,937	2,312	3,409	2,437	1,977
1943	2,272	1,945	1,964	1,716	1,937	2,366	3,764	2,442	2,117

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

§ 2. Basic Materials and Foodstuffs.

1. General.—As mentioned above, the Melbourne wholesale price index was first computed in 1912. Neither the component items nor the weighting have been varied. Consequently the index is a measure of changes in wholesale price levels based on usages which have altered substantially since the period on which the weighting was determined. As such it is useful as an indication of long-term trends over the past eighty-three 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 merchants and, with a few important exceptions, from Melbourne sources. Apart from home-produced building materials, coal and one or two minor commodities, however, the price movements may be taken as representative of fluctuations in wholesale prices of basic materials in most Australian markets. The weighting system adopted is based on average annual consumption during the years 1928-29 to 1934-35 inclusive. In the meantime, however, the original index has been continued on existing lines, as set out in § 1 on page 452.

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 1943-44.

(Base : average 3 years ended June, 1939 = 1,000.)

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally imported.	principally Home Produced.	All Groups.
1928-29 ..	1,269	1,064	1,288	1,214	1,148	948	1,070	911	1,183	1,103
1934-35 ..	972	896	784	1,020	774	930	873	920	886	898
1935-36 ..	920	952	997	991	879	930	917	945	918	926
1936-37 ..	962	984	1,185	988	1,106	989	974	991	980	984
1937-38 ..	1,013	1,012	1,000	1,001	969	1,041	997	1,018	1,000	1,005
1938-39 ..	1,025	1,004	815	1,011	925	970	1,029	991	1,020	1,011
1939-40 ..	1,051	1,152	1,038	1,068	1,163	1,084	1,012	1,106	1,025	1,047
1940-41 ..	1,074	1,374	1,105	1,236	1,256	1,284	1,069	1,325	1,060	1,140
1941-42 ..	1,173	1,509	1,184	1,372	1,350	1,352	1,169	1,525	1,123	1,242
1942-43 ..	1,288	1,667	1,471	1,422	1,383	1,628	1,276	1,760	1,210	1,372
1940-41—										
July ..	1,060	1,362	1,077	1,221	1,208	1,220	1,052	1,240	1,063	1,115
August ..	1,060	1,356	1,063	1,231	1,206	1,288	1,067	1,251	1,082	1,131
September ..	1,060	1,353	1,079	1,231	1,207	1,288	1,073	1,247	1,088	1,135
October ..	1,067	1,364	1,095	1,229	1,216	1,288	1,076	1,274	1,063	1,140
November ..	1,067	1,364	1,092	1,237	1,277	1,288	1,042	1,269	1,082	1,123
December ..	1,067	1,368	1,097	1,237	1,270	1,288	1,102	1,356	1,072	1,156
January ..	1,075	1,367	1,099	1,238	1,254	1,283	1,109	1,357	1,077	1,161
February ..	1,076	1,365	1,097	1,238	1,245	1,284	1,067	1,362	1,043	1,138
March ..	1,076	1,366	1,118	1,241	1,256	1,284	1,059	1,362	1,037	1,133
April ..	1,088	1,410	1,131	1,241	1,287	1,284	1,062	1,382	1,043	1,143
May ..	1,090	1,410	1,153	1,241	1,355	1,307	1,061	1,401	1,040	1,147
June ..	1,090	1,411	1,155	1,241	1,295	1,307	1,064	1,402	1,041	1,149

INDEX-NUMBERS : BASIC MATERIALS AND FOODSTUFFS, 1928-29 TO 1943-44—continued.

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups
1941-42—										
July ..	1,123	1,412	1,131	1,241	1,300	1,310	1,099	1,416	1,070	1,172
August ..	1,127	1,437	1,145	1,265	1,299	1,310	1,130	1,425	1,097	1,195
September ..	1,165	1,461	1,157	1,363	1,299	1,310	1,144	1,472	1,108	1,215
October ..	1,165	1,465	1,172	1,363	1,302	1,317	1,144	1,491	1,102	1,217
November ..	1,165	1,491	1,177	1,391	1,339	1,326	1,146	1,527	1,097	1,225
December ..	1,173	1,489	1,171	1,391	1,364	1,326	1,125	1,516	1,088	1,215
January ..	1,173	1,522	1,166	1,406	1,420	1,326	1,130	1,511	1,102	1,223
February ..	1,175	1,530	1,185	1,406	1,432	1,326	1,154	1,507	1,124	1,237
March ..	1,175	1,576	1,197	1,408	1,365	1,326	1,160	1,523	1,130	1,246
April ..	1,206	1,574	1,221	1,408	1,364	1,326	1,191	1,540	1,154	1,269
May ..	1,208	1,574	1,242	1,410	1,361	1,516	1,270	1,680	1,181	1,327
June ..	1,213	1,574	1,238	1,410	1,361	1,514	1,326	1,694	1,219	1,358
1942-43—										
July ..	1,213	1,590	1,363	1,410	1,361	1,514	1,311	1,653	1,232	1,356
August ..	1,234	1,644	1,359	1,410	1,361	1,516	1,318	1,661	1,247	1,369
September ..	1,237	1,644	1,381	1,410	1,361	1,516	1,334	1,724	1,237	1,379
October ..	1,302	1,649	1,386	1,410	1,361	1,516	1,292	1,721	1,219	1,367
November ..	1,308	1,651	1,391	1,425	1,361	1,529	1,281	1,750	1,205	1,365
December ..	1,308	1,684	1,484	1,425	1,358	1,691	1,255	1,801	1,193	1,371
January ..	1,308	1,686	1,544	1,425	1,406	1,691	1,210	1,791	1,166	1,349
February ..	1,308	1,688	1,535	1,429	1,406	1,701	1,234	1,790	1,185	1,363
March ..	1,308	1,693	1,544	1,429	1,406	1,701	1,258	1,802	1,200	1,377
April ..	1,310	1,693	1,521	1,430	1,406	1,709	1,266	1,807	1,205	1,382
May ..	1,310	1,693	1,573	1,430	1,406	1,709	1,267	1,801	1,211	1,384
June ..	1,310	1,693	1,574	1,430	1,406	1,741	1,291	1,824	1,222	1,399
1943-44—										
July ..	1,310	1,694	1,569	1,433	1,406	1,741	1,297	1,824	1,228	1,404
August ..	1,310	1,694	1,541	1,433	1,406	1,741	1,283	1,823	1,216	1,395
September ..	1,310	1,694	1,502	1,433	1,406	1,741	1,290	1,828	1,218	1,397
October ..	1,310	1,694	1,507	1,433	1,406	1,741	1,279	1,826	1,210	1,392
November ..	1,310	1,694	1,486	1,433	1,406	1,741	1,279	1,843	1,200	1,389
December ..	1,310	1,694	1,499	1,433	1,406	1,743	1,274	1,835	1,203	1,389

C. THE CONTROL OF PRICES.

§ 1. War-time Measures.

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

At a Premier's Conference held in Canberra on 9th September, 1939, agreement was reached as to the basis for co-operation between the State Governments and the Commonwealth in administering price control, and on 28th September the National Security (Prices) Regulations were proclaimed by the Commonwealth under authority of the National Security Act. The Regulations established the basic principles of price control law, provided for the appointment of a Commonwealth Prices Commissioner and conferred upon him extensive powers to control the price of goods declared for that purpose by the Minister for Trade and Customs.

2. **State and Commonwealth Administration.**—Price control is administered jointly by the Commonwealth and the States. The central office is located in Canberra and is a Commonwealth administration, being a branch of the Department of Trade and Customs. In September, 1939, a Deputy Prices Commissioner was appointed in each State by the Commonwealth on the nomination of the State Government, and the staffs were recruited partly from Commonwealth and partly from State officers. Deputy

Commissioners administer the Commonwealth Prices Regulations under the supervision of the Commonwealth Prices Commissioner who makes prices orders under the Regulations. Close co-operation is maintained with State instrumentalities which dealt with prices before the war, and with State Government Departments, such as Agriculture and Forestry, in relation to primary products.

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

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

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

4. Change in Methods of Price Control : Pegging Profit Margins.—An important change in the methods of price control was introduced in April, 1942, by the issue of Prices Regulation Order No. 666 which limited the trader's profit margin to the actual money margin obtaining on 15th April, 1942. From that date onwards the trader was allowed to increase his price only by the actual amount of increased cost. Increases in money margins of profit were permitted only with special approval. This new principle was adopted because the combination of increasing costs, increasing turnover and pre-war percentage profit margins resulted in many instances in net profits substantially greater than before the war. It was considered that traders could carry on with profit margins fixed in money amount without detriment to their general financial position.

At this time also Australia was entering on a period of total war demanding all-round sacrifices, and the new measure of price control was introduced shortly after the pegging of interest, rent and wages. Following on the entry of Japan into the war in December, 1941, costs of many goods imported into Australia rose substantially and so did costs of certain locally produced goods because of the withdrawal of a very large proportion of efficient labour from productive industry to war services. The retail price index-number rose by 9.5 per cent. in the first twelve months of the Pacific war (i.e. during 1942) compared with 5.4 per cent. in the previous year and 4.6 per cent. in the first twelve months of war.

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

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

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

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

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

These cost increases have to be met in some way which will not involve piercing the price ceiling.

8. **Price Changes within the Price Stabilization Policy.**—The price ceiling is not, as the expression implies, an indication of the Government's determination to peg rigidly every individual price at its level on a certain date, but rather evidence of the Government's intention not to allow the general price level, which is one of the most important determinants of the community's welfare, to be subject to the war-time vagaries of the cost structure. Over the major part of the field the cost structure itself has been stabilized. Where it is not, the price level is, in general, divorced from the cost structure and is determined in accordance with Government policy. Increases in costs are met in such ways as are consistent with that policy.

In some cases increases in prices are permitted. Sales to Government Departments are normally at a price high enough to cover costs of production. Where some manufacturer or trader, later in the chain of production and distribution, could absorb higher costs, the prices allowed to be charged by the suppliers of his materials may be increased. Where one trader, producing in competition with others, has a ceiling price lower than that of his competitors, he may be allowed to raise his price towards the general level, and thus absorb some of the increased costs. Such adjustments are in general managed in such a way as to avoid a breach of the price stabilization policy, and to leave the general price level, as it affects consumers, practically unchanged.

Moreover, within the price ceiling, each trader is required to reduce his prices in accordance with Prices Regulations Orders 666 and 667 whenever a downward movement in his costs would require, under those Orders, a reduction of his prices below the ceiling.

9. **Treatment of Costs.**—Although the present plan provides for certain increases in prices, price rises are the exception rather than the rule. Whenever increased costs cannot be absorbed within the process of production or distribution, they are met at the source by the payment of subsidies and thus prevented from disturbing the whole price structure.

Any trader in need of relief submits his case to the Prices Branch. If, on investigation, his production is regarded as essential, and relief is necessary and cannot be given without piercing the ceiling, the case is referred to a Price Stabilization Committee, whose first concern is to see whether all or part of the increased costs could be offset by increased economies in production, or absorbed by the trader through a reduction of profit. When the Committee is satisfied that relief is required and that a price increase would be inconsistent with the Government's policy of price stabilization, it recommends to the Minister for Trade and Customs that a subsidy be paid. This recommendation, if approved by the Minister, is subject to final approval by the Treasurer.

In cases where a prima facie case for relief is established, temporary subsidies are paid pending full investigation. This is particularly important in the case of imports,

for importers receive full protection against increasing overseas prices, which are now the main cause of rising costs in Australia. Importers can ascertain, before placing orders, whether their proposed imports will be regarded as essential. Subsidies are paid in full, immediately on production of documents showing that the goods have arrived, and that the landed costs are higher than the costs which are the basis of existing ceilings.

The Commonwealth Prices Commissioner has ample powers to correct any abuses that may arise under the subsidy scheme, which is an indispensable part of the price ceiling plan.

10. **Special Action.**—In addition to the measure designed to stabilize the general price level, special steps were proposed to correct certain deficiencies in the price structure. On account of the large proportion of imported materials used in the textile industries, the prices of clothing and household drapery had risen far more rapidly than had other prices. Similarly, vegetable and fruit prices were out of line owing to man-power shortages and the vagaries of the seasons. Furthermore, civilian production was falling below the essential level and threatened to make price control increasingly difficult.

It was, therefore, necessary to take action to control and re-organize the production and distribution of certain goods, particularly clothing, meat and vegetables.

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

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

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

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

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

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

off. Simultaneously, measures were adopted to increase supplies of civilian clothing (up to rationed requirements) at stable prices; to increase supplies of fruit and vegetables and to regulate meat prices seasonally.

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

These measures were subsequently supplemented by administrative action to improve production and distribution of certain other goods and by December quarter 1943, the retail price index-number was again close to the pre-ceiling level of March quarter 1943.

The movement in the Retail Price Index-numbers since the September quarter 1939, is shown below:—

RETAIL PRICE INDEX-NUMBERS—1939-1944.

Base: September, 1939 = 1000.

Period.	Food.	Rent.	Clothing.	Mis-cellaneous.	All Items "C" Series.
September quarter 1939 ..	1000	1000	1000	1000	1000
" " 1940 ..	1019	1006	1146	1049	1016
" " 1941 ..	1017	1009	1349	1117	1102
" " 1942 ..	1147	1009	1605	1155	1207
March quarter 1943 ..	1130	1008	1685	1196	1226
June quarter 1943 ..	1150	1008	1754	1205	1248
September quarter 1943 ..	1126	1008	1734	1212	1237
December quarter 1943 ..	1104	1008	1718	1215	1226
March quarter 1944 ..	1109	1009	1715	1213	1227
June quarter 1944 ..	1115	1009	1709	1212	1228

D.—WAGES.

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

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

2. Awards, Determinations and Industrial Agreements.—The following table gives a summary for each of the years 1938-1942:—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.

State.	1938.		1939.		1940.		1941.		1942.	
	Awards or Determinations made.	Agreements Filed.								
New South Wales	64	38	64	17	70	22	65	49	72	23
Victoria	99	..	173	..	170	..	262	..	202	..
Queensland	38	38	50	25	34	45	45	14	15	37
South Australia	6	4	18	7	53	7	167	8	160	12
Western Australia	28	31	20	25	31	21	22	19	18	20
Tasmania	26	..	18	..	18	..	28	..	22	..
Commonwealth Court Commonwealth Public Service Arbitrator	31	13	31	21	25	13	7	3	52	20
Total	3	..	1	..	1	..	5	..	4	..
	295	124	375	95	402	108	601	93	545	112

3. Boards Authorized, Awards, etc., in Force.—Owing to difficulties encountered in the collection of these statistics the tables previously shown under this heading have been discontinued.

§ 2. Rates of Wages and Hours of Labour.

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

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

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

2. *Weekly Rates of Wage, 1938 to 1942*.—(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, 1938 ..	95 0	91 2	95 10	87 1	99 1	88 5	93 5
" " 1939 ..	96 7	93 6	97 5	88 11	100 6	89 5	95 3
" " 1940 ..	99 7	97 0	97 9	92 11	104 0	92 7	98 1
" " 1941 ..	105 4	104 5	101 9	100 3	110 2	99 3	104 3
31st March, 1942 ..	109 7	106 11	103 8	102 1	110 10	102 6	107 2
30th June, 1942 ..	111 3	109 4	106 2	103 5	110 11	104 1	109 0
30th September, 1942 ..	114 0	112 6	108 6	105 8	114 9	106 9	111 10
31st December, 1942 ..	118 3	116 7	110 2	112 3	117 7	108 2	115 8

INDEX-NUMBERS.

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

31st December, 1938 ..	1,854	1,780	1,870	1,700	1,933	1,725	1,823
" " 1939 ..	1,885	1,825	1,900	1,735	1,962	1,745	1,858
" " 1940 ..	1,943	1,892	1,908	1,812	2,029	1,807	1,913
" " 1941 ..	2,056	2,037	1,985	1,957	2,149	1,937	2,034
31st March, 1942 ..	2,138	2,086	2,023	1,992	2,162	2,001	2,091
30th June, 1942 ..	2,171	2,133	2,072	2,018	2,164	2,031	2,127
30th September, 1942 ..	2,224	2,194	2,117	2,061	2,239	2,084	2,182
31st December, 1942 ..	2,308	2,275	2,150	2,189	2,294	2,111	2,257

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, 1942, was 35s. 2d. per week more than in 1933 and 19.6 per cent. above the average at 31st December, 1930. At the close of 1942, rates were highest in New South Wales, followed in the order named by Western Australia, Victoria, South Australia, Queensland and Tasmania. The highest weighted average rate for Australia was recorded at 31st December, 1942, namely, 115s. 8d. per week.

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

WAGE RATES OF ADULT MALES.

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

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

Industrial Group.	Weighted Average Nominal Weekly Rate of Wage and Index-number at—							
	31st Dec., 1938.	31st Dec., 1939.	31st Dec., 1940.	31st Dec., 1941.	31st Mar., 1942.	30th June, 1942.	30th Sept., 1942.	31st Dec., 1942.
I. Wood, Furniture, etc.	{ Wage .. 98/2 Index-No. 1,916	{ Wage .. 100/1 Index-No. 1,953	{ Wage .. 102/11 Index-No. 2,008	{ Wage .. 108/5 Index-No. 2,116	{ Wage .. 111/2 Index-No. 2,169	{ Wage .. 1113/0 Index-No. 2,204	{ Wage .. 115/3 Index-No. 2,250	{ Wage .. 118/2 Index-No. 2,306
II. Engineering, etc.	{ Wage .. 97/8 Index-No. 1,906	{ Wage .. 99/3 Index-No. 1,936	{ Wage .. 102/5 Index-No. 1,998	{ Wage .. 110/0 Index-No. 2,147	{ Wage .. 112/5 Index-No. 2,194	{ Wage .. 114/5 Index-No. 2,232	{ Wage .. 116/3 Index-No. 2,269	{ Wage .. 118/11 Index-No. 2,321
III. Food, Drink, etc.	{ Wage .. 95/2 Index-No. 1,857	{ Wage .. 96/9 Index-No. 1,888	{ Wage .. 99/3 Index-No. 1,937	{ Wage .. 106/1 Index-No. 2,071	{ Wage .. 108/0 Index-No. 2,107	{ Wage .. 109/6 Index-No. 2,137	{ Wage .. 111/5 Index-No. 2,173	{ Wage .. 114/3 Index-No. 2,229
IV. Clothing, Boots, etc.	{ Wage .. 91/9 Index-No. 1,790	{ Wage .. 93/2 Index-No. 1,817	{ Wage .. 96/4 Index-No. 1,880	{ Wage .. 105/7 Index-No. 2,060	{ Wage .. 108/11 Index-No. 2,124	{ Wage .. 111/2 Index-No. 2,170	{ Wage .. 112/8 Index-No. 2,198	{ Wage .. 116/10 Index-No. 2,280
V. Books, Printing, etc.	{ Wage .. 112/0 Index-No. 2,185	{ Wage .. 114/3 Index-No. 2,229	{ Wage .. 116/0 Index-No. 2,264	{ Wage .. 119/6 Index-No. 2,332	{ Wage .. 121/0 Index-No. 2,361	{ Wage .. 124/3 Index-No. 2,425	{ Wage .. 124/6 Index-No. 2,429	{ Wage .. 131/4 Index-No. 2,562
VI. Other Manu- facturing	{ Wage .. 94/4 Index-No. 1,840	{ Wage .. 95/8 Index-No. 1,867	{ Wage .. 99/0 Index-No. 1,931	{ Wage .. 107/0 Index-No. 2,088	{ Wage .. 108/5 Index-No. 2,116	{ Wage .. 110/8 Index-No. 2,159	{ Wage .. 113/5 Index-No. 2,213	{ Wage .. 116/4 Index-No. 2,270
VII. Building	{ Wage .. 104/6 Index-No. 2,039	{ Wage .. 106/5 Index-No. 2,076	{ Wage .. 109/11 Index-No. 2,145	{ Wage .. 116/11 Index-No. 2,282	{ Wage .. 119/9 Index-No. 2,337	{ Wage .. 121/11 Index-No. 2,380	{ Wage .. 124/9 Index-No. 2,433	{ Wage .. 127/3 Index-No. 2,484
VIII. Mining, etc.	{ Wage .. 108/2 Index-No. 2,111	{ Wage .. 109/10 Index-No. 2,142	{ Wage .. 111/10 Index-No. 2,182	{ Wage .. 115/1 Index-No. 2,245	{ Wage .. 115/7 Index-No. 2,256	{ Wage .. 118/0 Index-No. 2,302	{ Wage .. 121/11 Index-No. 2,378	{ Wage .. 123/9 Index-No. 2,415
IX. Railways, etc.	{ Wage .. 95/5 Index-No. 1,862	{ Wage .. 96/7 Index-No. 1,884	{ Wage .. 100/3 Index-No. 1,957	{ Wage .. 108/8 Index-No. 2,121	{ Wage .. 110/3 Index-No. 2,152	{ Wage .. 112/9 Index-No. 2,200	{ Wage .. 116/3 Index-No. 2,268	{ Wage .. 118/9 Index-No. 2,316
X. Other Land Transport	{ Wage .. 91/7 Index-No. 1,787	{ Wage .. 92/10 Index-No. 1,812	{ Wage .. 96/3 Index-No. 1,878	{ Wage .. 101/11 Index-No. 1,989	{ Wage .. 103/6 Index-No. 2,019	{ Wage .. 105/4 Index-No. 2,055	{ Wage .. 107/10 Index-No. 2,104	{ Wage .. 110/3 Index-No. 2,151
XI. Shipping, etc. (a)	{ Wage .. 97/6 Index-No. 1,902	{ Wage .. 98/6 Index-No. 1,922	{ Wage .. 102/6 Index-No. 2,001	{ Wage .. 106/9 Index-No. 2,082	{ Wage .. 112/5 Index-No. 2,194	{ Wage .. 114/2 Index-No. 2,228	{ Wage .. 117/8 Index-No. 2,296	{ Wage .. 119/9 Index-No. 2,336
XII. Agricultural, etc. (b)	{ Wage .. 82/3 Index-No. 1,604	{ Wage .. 84/0 Index-No. 1,639	{ Wage .. 85/8 Index-No. 1,671	{ Wage .. 93/6 Index-No. 1,825	{ Wage .. 99/3 Index-No. 1,937	{ Wage .. 100/2 Index-No. 1,954	{ Wage .. 103/7 Index-No. 2,021	{ Wage .. 111/8 Index-No. 2,179
XIII. Domestic, etc. (b)	{ Wage .. 88/3 Index-No. 1,722	{ Wage .. 89/11 Index-No. 1,755	{ Wage .. 93/0 Index-No. 1,815	{ Wage .. 97/10 Index-No. 1,908	{ Wage .. 99/10 Index-No. 1,948	{ Wage .. 101/9 Index-No. 1,985	{ Wage .. 104/5 Index-No. 2,038	{ Wage .. 107/5 Index-No. 2,095
XIV. Miscellaneous	{ Wage .. 90/5 Index-No. 1,764	{ Wage .. 92/10 Index-No. 1,811	{ Wage .. 96/3 Index-No. 1,878	{ Wage .. 101/2 Index-No. 1,974	{ Wage .. 103/5 Index-No. 2,018	{ Wage .. 105/6 Index-No. 2,059	{ Wage .. 108/2 Index-No. 2,110	{ Wage .. 111/1 Index-No. 2,167
All Industrial Groups.	{ Wage .. 93/5 Index-No. 1,823	{ Wage .. 95/3 Index-No. 1,858	{ Wage .. 98/1 Index-No. 1,913	{ Wage .. 104/3 Index-No. 2,034	{ Wage .. 107/2 Index-No. 2,091	{ Wage .. 109/0 Index-No. 2,127	{ Wage .. 111/10 Index-No. 2,182	{ Wage .. 115/8 Index-No. 2,257

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

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

The foregoing table shows that the highest average weekly wage at 31st December, 1942, was recorded in Group V. (Books, Printing, etc.), 131s. 4d. per week, followed by Groups VII. (Building), 127s. 3d., VIII. (Mining, etc.), 123s. 9d., XI. (Shipping, etc.), 119s. 9d., II. (Engineering, etc.), 118s. 11d., IX. (Railways, etc.), 118s. 9d. and I. (Wood, Furniture, etc.), 118s. 2d. The lowest average rate was recorded in Group XIII. (Domestic, etc.), 107s. 5d. During the year rates of wage increased in all groups, the greatest increases occurring in the following:—Agricultural, etc., 18s. 2d.; Shipping, etc., 13s. 0d.; Books, printing, etc., 11s. 10d.; Clothing, etc., 11s. 3d.; Building, 10s. 4d.; Railways, etc., 10s. 1d.; Miscellaneous, 9s. 11d.; Wood, furniture, etc., 9s. 9d.; Other manufacturing, 9s. 4d.; Engineering, &c., 8s. 11d.; Mining, 8s. 8d.; Other land transport, 8s. 4d.; and Food, etc., 8s. 2d. The increase during the year in the weighted average rate for all groups was 11s. 5d.

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

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 3
" " 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1940 ..	54 9	53 5	56 0	52 1	57 6	53 1	54 3
" " 1941 ..	57 11	58 4	59 6	55 5	60 4	56 7	58 2
31st March, 1942 ..	59 7	59 10	60 8	56 8	60 4	57 11	59 2
30th June, 1942 ..	60 10	61 2	62 3	57 5	60 4	58 10	60 10
30th September, 1942 ..	61 7	62 2	62 8	57 7	62 7	59 10	61 7
31st December, 1942 ..	63 10	64 11	66 4	60 3	64 2	61 3	64 4

INDEX-NUMBERS.

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

31st December, 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
" " 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1940 ..	2,016	1,966	2,060	1,916	2,116	1,954	1,996
" " 1941 ..	2,133	2,148	2,191	2,038	2,220	2,082	2,141
31st March, 1942 ..	2,194	2,201	2,233	2,085	2,220	2,130	2,178
30th June, 1942 ..	2,238	2,252	2,290	2,114	2,220	2,166	2,238
30th September, 1942 ..	2,266	2,287	2,305	2,121	2,303	2,202	2,268
31st December, 1942 ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368

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 eight years, and the weighted average rate for Australia at 31st December, 1942, had advanced by 20s. 11d. per week over that ruling on 31st December, 1933, and was 1.2 per cent. above the

average at 31st December, 1930. The highest weighted average rate for Australia was recorded during the quarter ended 31st December, 1942, namely, 64s. 4d. 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. Miscellaneous.		
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, 1938..	47 1	49 9	50 6	52 11	54 6	51 3	51 3
" " 1939..	48 9	50 9	51 11	54 5	56 8	52 8	52 8
" " 1940..	50 0	52 6	53 8	55 10	57 11	54 3	54 3
" " 1941..	53 5	57 4	58 0	58 9	60 7	58 2	58 2
31st March, 1942 ..	54 1	59 5	59 6	59 9	60 10	59 2	59 2
30th June, 1942 ..	55 8	60 9	61 5	60 6	62 0	60 10	60 10
30th September, 1942	57 5	61 3	62 3	61 8	63 0	61 7	61 7
31st December, 1942..	59 8	63 11	64 7	63 4	67 1	64 4	64 4

INDEX-NUMBERS.

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

31st December, 1938..	1,732	1,831	1,859	1,947	2,004	1,887
" " 1939..	1,795	1,869	1,910	2,003	2,085	1,938
" " 1940..	1,841	1,932	1,975	2,056	2,132	1,996
" " 1941..	1,967	2,110	2,134	2,163	2,229	2,141
31st March, 1942 ..	1,991	2,188	2,191	2,198	2,239	2,178
30th June, 1942 ..	2,049	2,235	2,261	2,228	2,283	2,238
30th September, 1942	2,112	2,255	2,292	2,269	2,319	2,268
31st December, 1942..	2,195	2,354	2,378	2,332	2,468	2,368

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

During 1942 the rate of wage for female employees in each industrial group showed an increase—IV. (Clothing, etc.), 6s. 11d. per week; I., II., V., VI. (All Other Manufacturing), 6s. 7d. per week; XIV. (Miscellaneous), 6s. 6d. per week; III. (Food, etc.), 6s. 3d. per week; and XIII. (Domestic, etc.), 4s. 7d. per week. The weighted average for all groups increased by 6s. 2d. per week.

3. *Relative Hours of Labour and Hourly Rates of Wage, 1938 to 1942.*—(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 1938 to 1942 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 wages 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.								
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	2/0½	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
1940	Weekly Wage (a) ..	103/7	98/11	100/5	94/6	106/8	94/4	101/1
	Working Hours (b) ..	43.70	44.28	43.46	45.23	44.09	44.92	44.04
	Hourly Wage (b) ..	2/4½	2/2½	2/3½	2/1	2/5	2/1½	2/3½
1941	Working Wage (a) ..	108/8	106/4	105/9	101/3	112/5	100/2	107/0
	Working Hours (b) ..	43.68	44.12	43.43	44.49	43.13	44.42	43.83
	Hourly Wage (b) ..	2/5½	2/5	2/5½	2/3½	2/7½	2/3	2/5½
1942	Weekly Wage (a) ..	118/5	117/8	112/6	110/10	119/5	109/7	116/6
	Working Hours (b) ..	43.52	43.94	43.32	44.25	43.11	43.51	43.65
	Hourly Wage (b) ..	2/8½	2/8½	2/7½	2/6	2/9½	2/6½	2/8
FEMALE WORKERS.								
1938	Weekly Wage ..	51/10	50/7	53/6	47/9	54/4	49/8	51/3
	Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
	Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½
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
1940	Weekly Wage ..	54/9	53/5	56/0	52/1	57/6	53/1	54/3
	Working Hours ..	43.88	44.19	44.01	45.47	44.00	44.00	44.15
	Hourly Wage ..	1/3	1/2½	1/3½	1/1½	1/3½	1/2½	1/2½
1941	Weekly Wage ..	57/11	58/4	59/6	55/5	60/4	56/7	58/2
	Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
	Hourly Wage ..	1/3½	1/3½	1/4½	1/3	1/4½	1/3½	1/3½
1942	Weekly Wage ..	63/10	64/11	66/4	60/3	64/2	61/3	64/4
	Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
	Hourly Wage ..	1/5½	1/5½	1/6	1/4½	1/5½	1/4½	1/5½

(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 classed in industrial groups XI. and XII.

(iii) *Index-Numbers.* The downward tendency in hours of labour for Australia commenced in the December quarter of 1924, when the weighted averages were 46.66 for males and 46.02 for females, and, excepting for slight increases in 1929 and 1930, the reduction has continued. During 1942, 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, 1942, were 43.65 for males and 44.03 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.								
1938..	{ Weekly Wage ..	1,725	1,656	1,740	1,581	1,799	1,605	1,696
	{ Hourly Wage (a) ..	1,935	1,741	1,934	1,638	1,968	1,671	1,840
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
1940..	{ Weekly Wage ..	1,808	1,761	1,775	1,686	1,888	1,682	1,781
	{ Hourly Wage (a) ..	2,038	1,920	1,986	1,796	2,080	1,805	1,973
1941..	{ Weekly Wage ..	1,913	1,896	1,847	1,821	2,000	1,802	1,893
	{ Hourly Wage (a) ..	2,138	2,071	2,092	1,956	2,240	1,938	2,098
1942..	{ Weekly Wage ..	2,147	2,117	2,000	2,037	2,134	1,964	2,100
	{ Hourly Wage (a) ..	2,339	2,302	2,232	2,153	2,381	2,165	2,295
FEMALE WORKERS.								
1938..	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,164	1,991	2,084
1939..	{ Weekly Wage ..	1,960	1,906	2,031	1,826	2,049	1,866	2,038
	{ Hourly Wage ..	2,193	2,107	2,267	1,952	2,217	2,032	2,145
1940..	{ Weekly Wage ..	2,016	1,966	2,060	1,916	2,116	1,954	1,996
	{ Hourly Wage ..	2,256	2,184	2,298	2,069	2,361	2,181	2,220
1941..	{ Weekly Wage ..	2,133	2,148	2,191	2,038	2,220	2,082	2,141
	{ Hourly Wage ..	2,387	2,387	2,444	2,274	2,477	2,324	2,387
1942..	{ Weekly Wage ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368
	{ Hourly Wage ..	2,630	2,657	2,726	2,473	2,636	2,517	2,642

(a) See footnote to following table.

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

4. **Weighted Average Nominal Weekly Hours of Labour, Adult Males.**—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1938 to 1942.

HOURS OF LABOUR.

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
1938..	Weighted average weekly hours of labour (a) ..	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
1940..	Weighted average weekly hours of labour (a) ..	43.70	44.28	43.46	45.23	44.09	44.92	44.04
	Index-numbers ..	893	905	888	924	901	918	900
1941..	Weighted average weekly hours of labour (a) ..	43.68	44.12	43.43	44.49	43.13	44.42	43.83
	Index-numbers ..	893	902	888	909	881	908	896
1940..	Weighted average weekly hours of labour (a) ..	43.52	43.94	43.32	44.25	43.11	43.51	43.65
	Index-numbers ..	889	898	885	904	881	889	892

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

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

Since it is possible to measure purchasing power over more than one composite unit or regimen it is equally possible to convert any given nominal wage series into more than one series of *effective* or *real* wages. Prior to 1936 it was the practice of this Bureau to compute *effective* wage index-numbers by dividing the nominal wage index-numbers by the corresponding retail price index-numbers for food, groceries and rent of all houses ("A" series). While wage rates were generally varied on the basis of the "A" series index-numbers there was a good deal to be said for this procedure. When the Commonwealth Court abandoned the "A" series, the merits of the "C" series for deflating nominal wage rates were strengthened. The "C" series covers food, groceries, rent for four and five-roomed houses, clothing and miscellaneous household requirements. As the 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 1942—States.* The following table shows for the period 1901 to 1942 the weighted average nominal weekly rates of wage payable for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages

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

NOMINAL WAGE INDEX-NUMBERS: ADULT MALES.

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

State.	1901.	1911.	1914.	1921.	1929.	1936.	1937.	1938.	1939.	1940.	1941.	1942.
New South Wales	858	1,003	1,093	1,862	2,012	1,654	1,723	1,829	1,874	1,920	2,024	2,210
Victoria ..	796	985	1,062	1,803	1,964	1,583	1,665	1,755	1,808	1,865	1,984	2,172
Queensland ..	901	997	1,035	1,879	1,976	1,728	1,774	1,854	1,885	1,903	1,981	2,091
South Australia ..	819	1,013	1,061	1,697	1,891	1,533	1,608	1,688	1,725	1,764	1,897	2,065
Western Australia ..	1,052	1,152	1,223	1,832	1,960	1,730	1,790	1,876	1,956	1,999	2,106	2,215
Tasmania ..	719	799	1,027	1,745	1,840	1,610	1,656	1,718	1,738	1,787	1,895	2,057
Australia ..	848	1,000	1,081	1,826	1,972	1,638	1,707	1,799	1,846	1,889	1,997	2,164

(iii) *Effective or Real Wage Index-numbers in each State, 1901-1942.* In obtaining the effective wage index-numbers in the following table the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

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.	1934.	1935.	1936.	1937.	1938.	1939.	1940.	1941.	1942.	
New South Wales	925	1,073	1,130	1,157	1,153	1,150	1,168	1,207	1,207	1,187	1,187	1,204
Victoria	954	1,084	1,164	1,146	1,131	1,155	1,180	1,180	1,167	1,167	1,187	1,190
Queensland	1,022	1,227	1,290	1,366	1,338	1,296	1,277	1,311	1,306	1,264	1,240	1,221
South Australia	914	1,034	1,099	1,091	1,097	1,101	1,128	1,146	1,147	1,136	1,158	1,159
Western Australia	1,043	1,096	1,152	1,177	1,221	1,219	1,242	1,281	1,308	1,293	1,279	1,259
Tasmania	902	984	1,108	1,109	1,115	1,128	1,141	1,167	1,153	1,139	1,142	1,150
Australia	1,000	948	1,087	1,151	1,173	1,169	1,162	1,178	1,209	1,211	1,190	1,194	1,196

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 Australia, 1901-1942.* 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)
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
1940	1,889	(a)	1,588	(a)	1,190
1941	1,997	(a)	1,673	(a)	1,194
1942	2,164	(a)	1,809	(a)	1,196

(a) Not available.

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

§ 3. Basic Wages in Australia.

1. **General.**—Basic wages in Australia are fixed by various industrial tribunals operating under Commonwealth and State Arbitration Acts, and are varied from time to time according to changes in cost of living, constitution of the family unit, etc. In the industrial legislation of New South Wales, Queensland, South Australia and Western Australia, provision is made for the tribunals appointed under the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, the same Wages Board system exists but by amendments of the Factories Act, operative from 17th October, 1934, Wages Boards are obliged to adopt 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

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

† *Ibid.*

‡ See page 473 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit".

"Harvester" rate of 42s. per week, or the base of the table 1,000 as being equivalent to 48s. per week. Exceptions were made in the case of many country towns, where certain "loadings" were applied to counterbalance their lower index-numbers due to cheaper rentals.²

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:—

	s. d.			s. d.	
Sydney	67	0	Adelaide	64	0
Melbourne	64	0	Perth	66	0
Brisbane	61	0	Hobart	67	0
Six Capital Cities, 65s. od.					

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

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

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

COMPARISON OF BASIC RATES AWARDED FOR CAPITAL CITIES.

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

(a) Calculated to nearest 6d., and including "Powers' 3s." or its equivalent.

NOTE.—The vast majority of workers affected were being paid the rates shown under the "D" Series Index of Retail Prices—a combination of the "A" and "C" Series Indexes.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" and the "D" Series to the "C" Series of Index-numbers. 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 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 81s. to 93s. which on current index-numbers would have represented an average increase of about 10s. per week. The hearing extended from 10th May to 4th June, 1937, and the Court delivered judgment on 23rd June. The chief features of the judgment were:—

(a) Various amounts were added to the basic wage not as an integral, and therefore adjustable, part of that wage, but as "loadings" on the rates 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" portions 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.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Sydney	72 0	6 0	78 0
Melbourne	69 0	6 0	75 0
Brisbane	68 0	6 0	74 0
Adelaide	68 0 (a)	4 0	72 0
Perth	70 0 (a)	4 0	74 0
Hobart	70 0 (b)	4 0	74 0
Six Capitals	70 0	5 0	75 0

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

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" came into operation in two instalments, viz., from the beginning of the first pay-periods commencing in July and October, 1937.

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

(v) *Basic Wage Inquiry, 1940.* On 5th August, 1940, the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" Series index upon which the "Court" Series are based) from 81s. to 100s. per week, and the abolition of the present "Prosperity" loadings, which would be regarded as incorporated in the new rate mentioned. 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

* Legislation covering a scheme to become operative on 1st July, 1941, was actually passed by the Commonwealth Parliament on 3rd April, 1941—see page 480 for details.

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 Commonwealth Basic Wage Rates.* The basic wage rates of the Commonwealth Court for adult males, including the "loadings" granted in 1937, operative from 1st February, 1944, are as follows :—

	<i>s.</i>	<i>d.</i>		<i>s.</i>	<i>d.</i>
New South Wales—			South Australia—		
Sydney	99 0	Adelaide ..	..	93 0
Newcastle (a)	99 0	Five Towns ..	..	93 0
Broken Hill	101 0			
Five Towns	98 0	Western Australia—		
Victoria—			Perth ..	..	93 0
Melbourne	} 97 0(b)	Kalgoorlie ..	..	100 0
Geelong		Geraldton ..	..	99 0
Warrnambool		Five Towns ..	..	94 0
Mildura		Tasmania—		
Yallourn	103 6(b)	Hobart ..	..	94 0
Five Towns	97 0	Launceston ..	..	91 0
Queensland—			Queenstown ..	..	93 0
Brisbane	93 0	Five Towns ..	..	93 0
Five Towns	93 0	Thirty Towns ..	..	96 0
			Six Capital Cities ..	..	96 0

(a) Based on Sydney.

(b) Based on Melbourne.

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.

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 sub-par. vi, page 478.

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

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

The latest rates applicable in the metropolitan area from 1st November, 1943, are, £4 19s. for males and £2 13s. 6d. for females.

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

(ii) *Victoria and Tasmania.* A State basic rate of wage is not declared in Victoria and Tasmania. In these States the Wages Board system of wage fixation is in

operation, and each Board determines the minimum rate of wage to be paid in the industry or calling under review. In the majority of cases the practice of the Commonwealth Arbitration Court of adjusting wages in accordance with variations in retail prices has been followed in the past by these bodies. In the case of Victoria, by amendments of the Factories and Shops Act No. 4275 of 1934 and No. 4461 of 1936, it is now obligatory on all Wages Boards to adopt such provisions of Commonwealth Awards which such Boards are 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 97s. per week (operative from 1st February, 1944), and for Hobart 94s. per week (operative from 1st February, 1944). 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.
1st March, 1921	£ 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
21st April, 1942 (b)	4 11 0	2 9 6

(a) Fixed by Basic Wage Act. (b) Quarterly adjustments provided by judgment of 21st April, 1942—see below for latest rates.

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.

On 15th April, 1942, the Court declared the rates operative from 31st March, 1941, as adequately meeting the requirements of Section 9 of the *Industrial Conciliation and Arbitration Act of 1932*, having regard to the level of the "C" Series (All Items) retail price index for Brisbane for the December quarter, 1941. In order to ensure, however, that it would continue to do so under present exceptional conditions, the Court decided to make a quarterly declaration of the Basic Wage on the basis of the variations in the "cost of living" as disclosed by the "C" Series index for Brisbane, commencing with the figures for the March quarter, 1942. This declaration was duly made by the Court on 21st April, 1942, at the rates of £4 11s. for adult males, and £2 9s. 6d. for adult females. The latest rates (based on the index number for June quarter, 1943) are £4 17s. for adult males, and £2 14s. 6d. for adult females, operative from 2nd August, 1943.

(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
26th November, 1941 ..	4 7 0	26th November, 1941 ..	2 3 6
15th October, 1942 ..	4 14 0	15th October, 1942 ..	2 6 2

(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	4 7 0	2 7 0
" " 1930 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
" " 1931 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
" " 1932 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
" " 1933 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
" " 1934 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
" " 1935 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
" " 1936 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
" " 1937 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
" " 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
" " 1939 ..	4 2 2	2 4 4	4 3 1	2 14 10	4 16 4	2 12 0
" " 1940 ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0
" " 1941 ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11
" " 1942 ..	4 10 5	2 8 10	4 10 10	2 9 1	5 5 7	2 17 0
" " 1943 ..	4 19 1	2 13 6	4 18 1	2 13 0	5 5 9	2 17 1

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

The latest rates payable (applicable from 1st August, 1943), in accordance with the quarterly adjustments declared by the Court are—Metropolitan area, males, 101s. 1d., females, 54s. 7d.; South-West Land Division (excluding Metropolitan area), males, 100s. 3d., females, 54s. 2d.; other parts of State, males, 107s. 10d., females, 58s. 10d.

(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 19 0	(a) 2 13 6	1.11.43	(b)
Victoria (c) ..	4 17 0	2 12 6	1.2.44	(c)
Queensland ..	(d) 4 17 0	2 14 6	2.8.43	Man, wife and three children
South Australia ..	4 14 0	2 6 2	15.10.42	Man, wife and two children
Western Australia ..	(e) 5 1 1	(e) 2 4 7	1.8.43	Man, wife and two children
Tasmania (c) ..	4 14 0	2 11 0	1.2.44	(c)

(a) Sydney, Newcastle, Port Kembla—Wollongong; Broken Hill—males £5 1s; females £2 14s. 6d. Elsewhere, males £4 16s., females, £2 12s.

(b) Commonwealth Basic Wage operative—no defined family unit.

(c) None declared, but rates shown are those of Commonwealth Court which are followed to a large extent.

(d) South-Eastern Division. Allowances are added for the following Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females.

(e) Metropolitan Area. Basic wage for Gold-fields areas and portions of State excluding the South-West Land Division—males, £5 7s. 10d.; females £2 8s. 3d.; South-West Land Division (excluding Metropolitan Area)—males £5 0s. 3d.; females, £2 14s. 2d.

4. *Royal Commission on the Basic Wage, 1920.*—The Commonwealth basic wage referred to in par. 2 (i) p. 469 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, which in its report, issued in 1920, recommended the following amounts for the various capital cities:—

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

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

* 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.

§ 4. Child Endowment in Australia.

1. **General.**—The principle of supplementing wages by a payment in respect of dependent children under sixteen years of age has become very prominent in Australia in recent years, and has been adopted since 1941, *see* page 480. The system has been in force in various forms in England and on the Continent as far back as 1795, the first instance occurring in England in that year.

2. **New South Wales.**—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the Session of 1926–27, when Acts,* which have been amended during subsequent years, provided for the payment of child allowances. The original Act was assented to on 11th April, 1927, and provided for (a) the declaration of a basic wage for a man and wife,† and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances would be paid only to the extent to which the total earnings of the worker and his family fall short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child under the age of fourteen years. Thus, a worker with three dependent children receiving £5 by way of wages would not be entitled to the allowance, but would receive it in respect of a fourth child. These payments in New South Wales operated from 23rd July, 1927. The basic wage was determined for a family unit of a man, wife and one child on 20th December, 1929, and an amending Act, assented to on 23rd December, 1929, excluded one child in each family from endowment. The fund from which child endowment payments were originally made was created by a levy on the wages bill of employers. The rate of tax from employers during the year 1930 was fixed 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. The scheme was abolished upon the introduction of the National Scheme by the Commonwealth Government in July, 1941.

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

* 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. 0d. per employee per week.

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

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

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

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

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

(a) Payment at the rate of 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 a period of twelve months preceding the date of claim.

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

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

(d) The scheme 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.

(e) The general administration of the Act is under the control of the Director-General of Social Services, and the detailed administration is carried out by the Commissioner of Pensions and other officials appointed for the purposes of the Invalid and Old-Age Pensions Act.

The cost of the scheme during the first year of its operation, viz., from 1st July, 1941, to 30th June, 1942, was £11,302,863, particulars of which are shown in Chapter XVII. "Public Finance", together with full details of the claims in force at the end of the year, the number of endowed and unendowed children in endowed families, and other particulars.

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

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

E.—EMPLOYMENT.

§ 1. Employment.

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

The estimates include all persons fully occupied as employers, as workers in businesses or on farms on their own account, or as wage or salary earners fully employed, or occupied as casual, part time, intermittent or seasonal workers. Wage earners unemployed in the sense that they are incapacitated or have no work to which to go are excluded. Government "relief" workers are also excluded from the figures for the depression years.

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

Members of the Defence Forces of Australia, whether permanent or enlisted for war-time service only, have not been included in the estimates which refer only to occupied civilians. Australian civilians employed by Australian or Allied Defence Forces are included in the totals, as are also all members of the Civil Construction Corps and other employees of the Allied Works Council.

TOTAL OCCUPIED PERSONS: AUSTRALIA, 1933 TO 1943.

(Excluding Persons on Paid Strength of Defence Forces.)

(Thousands.)

Year and Month.	Employers and Workers on Own Account.			Wage and Salary Earners.				Total Occupied Persons.
	Rural.	Non-Rural.	Total.	Rural.	Private Domestic.	Other.	Total.	

MALES.

1933—June ..	292.4	248.3	540.7	200.0	..	992.1	1,192.1	1,732.8
1939—July ..	300.0	299.0	599.0	202.0	..	1,293.1	1,495.1	2,094.1
1941—July ..	284.0	208.0	492.0	188.0	..	1,303.4	1,551.4	2,043.4
1942—June ..	256.0	137.8	393.8	145.5	..	1,309.5	1,455.0	1,848.8
1943—June ..	256.9	150.1	407.0	125.2	..	1,273.9	1,399.1	1,806.1

FEMALES.

1933—June ..	15.1	56.1	71.2	3.2	106.7	340.8	450.7	521.9
1939—July ..	16.0	62.0	78.0	4.0	124.5	437.1	565.6	643.6
1941—July ..	14.0	56.8	70.8	6.0	100.0	548.5	654.5	725.3
1942—June ..	12.0	51.9	63.9	16.0	75.0	594.8	685.8	749.7
1943—June ..	11.7	34.4	46.1	28.0	50.9	631.3	710.2	756.3

PERSONS.

1933—June ..	307.5	304.4	611.9	203.2	100.7	1,332.9	1,642.8	2,254.7
1939—July ..	316.0	361.0	677.0	206.0	124.5	1,730.2	2,060.7	2,737.7
1941—July ..	298.0	264.8	562.8	194.0	100.0	1,911.9	2,205.9	2,768.7
1942—June ..	268.0	189.7	457.7	161.5	75.0	1,904.3	2,140.8	2,598.5
1943—June ..	268.6	184.5	453.1	153.2	50.9	1,905.2	2,109.3	2,562.4

From June, 1933, to July, 1939, the number of occupied persons of both sexes had increased by 483,000, due partly to normal increase in the number of available

breadwinners and partly to the decrease in the number unemployed which decreased by 265,400 from 563,400 to 298,000. During the war years from July, 1939, to June, 1943, the number of males occupied as civilians decreased by 288,000, while females occupied as civilians increased by nearly 113,000, representing a net decrease of 175,000 persons. This decrease, together with decrease of unemployment (273,000), normal increase of breadwinners (106,000) and an abnormal war-time increase of 175,000 breadwinners (persons who would not otherwise have been working), balanced the net intake into the Defence Forces at June, 1943.

2. **Wage and Salary Earners in Employment.**—Estimates of wage and salary earners in employment, excluding rural employment and domestic work in private homes, based on Pay-roll Tax returns, are made monthly. Estimates for each State, and for Australia as a whole, are shown in the following table.

WAGE AND SALARY EARNERS IN EMPLOYMENT, 1933 TO 1943.

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

(Thousands.)

Year and Month.	New South Wales.	Vic-toria.	Queens-land.	South Aus-tralia.	Western Aus-tralia.	Tas-mania.	Aus-tralia. (a)
MALES.							
1933—June	380.7	288.6	139.8	80.5	70.1	29.0	992.1
1939—July	529.9	357.6	172.8	106.7	82.9	37.4	1,293.1
1941—July	546.3	493.4	166.3	118.4	82.3	38.6	1,363.4
November	555.4	405.1	167.9	121.9	83.2	39.4	1,381.3
1942—June	533.6	375.6	165.8	116.9	71.7	37.5	1,309.5
1943—June	523.8	355.3	167.5	110.6	70.4	36.9	1,273.9
December	521.8	352.9	169.0	110.0	70.7	37.9	1,272.1
FEMALES.							
1933—June	125.8	118.2	40.5	26.0	20.5	9.1	340.8
1939—July	168.0	142.8	53.2	34.0	26.2	11.6	437.1
1941—July	213.9	185.2	58.7	43.1	31.0	14.8	548.5
November	224.5	191.8	60.7	45.4	32.2	14.7	571.0
1942—June	230.3	197.5	65.5	51.1	33.1	15.8	594.8
1943—June	249.7	204.4	72.2	52.5	34.6	16.2	631.3
December	256.4	204.7	75.6	51.3	35.1	16.7	641.5
PERSONS.							
1933—June	506.5	406.8	180.3	106.5	90.6	38.1	1,332.9
1939—July	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1941—July	760.2	588.6	225.0	161.5	113.3	53.4	1,911.9
November	779.9	596.9	228.6	167.3	115.4	54.1	1,952.3
1942—June	763.9	573.1	231.3	168.0	104.8	53.3	1,904.3
1943—June	773.5	559.7	239.7	163.1	105.0	53.1	1,905.2
December	778.2	557.6	244.6	161.3	105.8	54.6	1,913.6

(a) Includes Australian Capital Territory and Northern Territory.

Estimates for selected months are shown in the above table, but figures for Australia for the latest available month, and each of the twelve preceding months, are published regularly in the *Monthly Review of Business Statistics*.

3. **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, 1943, 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. Estimated employment in later months, subject to revision, may be obtained from the *Monthly Review of Business Statistics*.

The index shows that factory employment in Australia in 1942-43 was 71 per cent. higher than in 1928-29 and 36 per cent. higher than in the last pre-war year (1938-39).

4. **Index of Employment in Retail Stores.**—This index is published in the *Monthly Review of Business Statistics*. Until Pay-roll Tax returns commenced in July, 1941, the index was based on sample returns from a number of retail establishments. Since that date, all establishments engaged principally in retail trade and paying £20 per week or more in wages and salaries have been taken into account.

The index shows that in July, 1943, employment in retail stores was 18 per cent. lower than in July, 1941, and 14 per cent. lower than in the year 1938-39.

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

§ 2. Unemployment.

1. **Total Persons Unemployed.**—The total number of persons unemployed has been recorded only at the dates of the various censuses. The Census records include all persons who state that they are unemployed, and distinguish between unemployment on account of sickness or accident, scarcity of work, industrial dispute, or any other cause. The following table sets out the number of unemployed at the Censuses, the National Register 1939, and the Civilian Register, 1943, together with the percentage which the unemployed bore to all wage and salary earners of the same sex at the time, which number is taken as the sum of those estimated to be in employment, and the unemployed. At the Census of 30th June, 1933, 1.4 per cent. of the total wage and salary earners were recorded as being out of work on account of sickness and accident, and are included in the percentages.

UNEMPLOYMENT (ALL CAUSES) : AUSTRALIA.

Year and Month.	Wage and Salary Earners Unemployed.			Percentage of Wage and Salary Earners Unemployed.		
	Males.	Females.	Total.	Males.	Females.	Total.
	'000.	'000.	'000.	%	%	%
1911—April (Census)	48.0	8.3	56.3	4.3	2.7	4.0
1921—April ..	139.4	21.5	160.9	10.7	5.7	9.6
1933—June (a) ..	460.3	103.1	563.4	27.9	19.1	25.8
1939—July (b) ..	264.0	34.0	298.0	15.0	5.7	12.6
1943—June (b) ..	19.5	6.3	25.8	1.3	0.8	1.1

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

In 1939, the National Register recorded men aged 18 to 64 years who were unemployed, but these were adjusted on account of men who failed to make National Register returns. This information, in conjunction with other data available from various sources, provided an estimate of the total number of males and females unemployed in July, 1939. At the Civilian Register of June, 1943, persons unemployed were required to indicate that fact on their cards and an estimate of unemployment has been made on this basis.

The unemployed have been estimated to be approximately 12½ per cent. in July, 1939, 4 per cent. in July, 1941, and 1 per cent. in June, 1943, calculated as a proportion of all available wage and salary earners excluding those absent in the defence forces, but including persons who have become wage and salary earners as a result of war conditions. Under conditions of intensive mobilization of man-power resources for war-time purposes, involuntary unemployment in 1943 was practically nil, and unemployment then existing was almost entirely due to sickness, accidents, etc. Owing to absence of specific definition on the civil registration card, the numbers unemployed, as recorded and stated above cannot be regarded as exact.

2. Unemployment of Members of Trade Unions.—(i) *General.* The particulars given in the following tables are based upon information furnished by the secretaries of trade unions. The membership of the unions regularly reporting exceeds 650,000, 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.

(ii) *Summary for Australia, 1938 to 1942.* The following table gives a summary for Australia for the last five years and quarterly for the years 1939 to 1942. Particulars of unemployment percentages in 1943 will be found in the Appendix :—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1938 Year	390	466,325	40,138	8.7
1939 " " " " "	396	476,918	45,967	9.7
1940 " " " " "	394	491,352	39,116	8.0
1941 " " " " "	395	536,660	20,013	3.7
1942 " " " " "	393	613,534	9,754	1.6
1939 March Quarter	395	474,277	45,545	9.6
June " " " " "	398	477,149	45,183	9.5
September " " " " "	397	478,000	48,888	10.2
December " " " " "	392	478,245	44,253	9.3
1940 March " " " " "	394	483,806	38,307	7.9
June " " " " "	388	475,815	49,775	10.5
September " " " " "	397	496,872	36,892	7.4
December " " " " "	396	508,914	31,491	6.2
1941 March " " " " "	398	514,379	27,289	5.3
June " " " " "	395	517,696	18,595	3.6
September " " " " "	394	541,883	17,541	3.2
December " " " " "	394	572,680	16,628	2.9
1942 March " " " " "	394	588,525	10,767	1.8
June " " " " "	394	603,066	10,296	1.7
September " " " " "	394	617,076	9,603	1.6
December " " " " "	394	645,467	8,350	1.3

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.

(iii) *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 OF MEMBERS OF TRADE UNIONS IN INDUSTRIAL GROUPS : AUSTRALIA, 1942.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	17,645	171	0.9
II. Engineering, Metal Works, etc. ..	64	172,328	1,540	0.9
III. Food, Drink, Tobacco, etc. ..	54	39,498	1,514	3.8
IV. Clothing, Hats, Boots, etc. ..	22	51,511	371	0.7
V. Books, Printing, etc. ..	12	23,335	87	0.4
VI. Other Manufacturing ..	64	76,733	1,110	1.6
VII. Building ..	46	56,184	1,564	2.8
VIII. Mining, Quarrying, etc. ..	22	28,594	1,112	3.9
X. Land Transport other than Rail- way and Tramway Services ..	14	21,900	514	2.3
IX., XI., XII., XIII., and XIV. Other and Miscellaneous ..	80	125,806	1,771	1.4
All Groups	394	613,534	9,754	1.6

(iv) *States, 1942.* In making interstate comparisons of unemployment percentages, allowances must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States, and that for some States the returns are a more representative sample than for others. The State percentages shown below, therefore, should not be read as indicating the relative degree of unemployment amongst unionists in the individual States but as an indication of the trend of unemployment as reported by the trade unions.

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS, 1942.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	114	258,692	4,742	1.8
Victoria	79	176,749	2,032	1.2
Queensland	45	76,313	1,741	2.3
South Australia	55	56,373	618	1.1
Western Australia	67	32,119	522	1.6
Tasmania	34	13,288	99	0.7
Australia	394	613,534	9,754	1.6

(v) *States, 1938 to 1942.* The following table gives the percentages in each State from 1938 to 1942 :—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : PERCENTAGES.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1938 Year ..	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
1940 " ..	11.0	5.8	5.5	7.0	5.6	5.2	8.0
1941 " ..	4.7	2.5	4.5	2.7	2.9	3.3	3.7
1942 " ..	1.8	1.2	2.3	1.1	1.6	0.8	1.6
1940 March Quarter	9.7	6.5	5.8	8.5	6.9	4.8	7.9
June	15.9	6.6	6.8	8.3	5.6	5.0	10.5
Sept. " ..	9.8	5.9	4.9	6.6	6.0	4.6	7.4
Dec. " ..	8.5	4.3	4.5	4.7	4.0	6.3	6.2
1941 March " ..	7.0	3.2	5.9	3.9	4.3	3.6	5.3
June " ..	4.5	2.4	4.2	2.8	3.1	2.4	3.6
Sept. " ..	4.0	2.2	4.1	2.3	2.4	2.6	3.2
Dec. " ..	3.5	2.1	3.8	1.8	1.8	4.5	2.9
1942 March " ..	2.0	1.4	3.2	1.0	1.7	0.7	1.8
June " ..	1.9	1.2	2.6	1.3	1.7	0.6	1.7
Sept. " ..	1.9	1.2	1.8	1.1	1.8	0.9	1.6
Dec. " ..	1.5	0.9	1.6	0.9	1.3	0.8	1.3

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

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

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

§ 3. Industrial Disputes.

1. **General.**—Information with regard to the collection of particulars and the methods of tabulation of industrial disputes involving stoppage of work are given in previous issues of the *Official Year Book*, and 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 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, 1941 and 1942.**—The following tables give particulars of industrial disputes which either commenced or were current during 1941 and 1942, classified according to industrial groups.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1941.

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.	76	136	50,476	1,769	52,245	195,458	£ 204,242
III.	Food, drink, etc.	8	9	1,801	..	1,801	3,123	2,962
IV.	Clothing, textiles, etc.	1	96	17,000	200	17,200	206,400	180,000
VI.	Other manufacturing	19	67	5,352	900	6,252	95,539	96,751
VII.	Building	4	11	580	7	587	855	613
VIII.	(a) Coal-mining	392	438	135,422	3,668	139,090	261,069	307,958
	(b) Other mining, quarries, etc.	3	3	1,519	127	1,646	7,162	9,378
IX.	Railway and tramway services	3	3	239	..	239	1,079	1,046
X.	Other land transport	1	1	160	..	160	2,400	1,800
XI.	Shipping, wharf labour, etc.	3	6	766	..	766	4,871	5,007
XIV.	Miscellaneous	3	3	125	..	125	123	122
	Total	513	773	213,440	6,671	220,111	778,079	809,879
VICTORIA.								
I.	Wood, furniture, etc.	1	1	25	..	25	125	120
II.	Engineering, metal works, etc.	7	8	1,434	300	1,734	7,565	7,541
IV.	Clothing, textiles, etc.	2	70	12,030	11	12,041	96,041	80,042
V.	Books, printing, etc.	1	3	506	..	506	506	734
VI.	Other manufacturing	2	18	704	..	704	2,058	2,021
VII.	Building	5	42	1,411	..	1,411	12,876	13,435
VIII.	(a) Coal-mining	2	2	2,046	..	2,046	15,546	14,000
IX.	Railway and tramway services	1	1	250	..	250	250	300
X.	Other land transport	1	450	1,400	..	1,400	4,200	3,000
	Total	22	595	19,806	311	20,117	139,167	121,193
QUEENSLAND.								
II.	Engineering, metal works, etc.	4	5	139	101	240	722	602
III.	Food, drink, etc.	4	98	2,116	..	2,116	31,971	33,923
IV.	Clothing, textiles, etc.	2	2	272	21	293	293	52
VII.	Building	1	1	36	..	36	72	90
VIII.	(a) Coal-mining	1	1	93	6	99	990	1,090
IX.	Railway and tramway services	2	2	658	84	742	12,124	11,626
X.	Other land transport	1	2	17	..	17	34	34
XI.	Shipping, wharf labour, etc.	2	2	61	68	129	1,620	1,157
	Total	17	113	3,392	280	3,672	47,816	48,574
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	4	38	1,490	..	1,490	6,887	6,530
III.	Food, drink, etc.	1	1	49	..	49	196	170
VII.	Building	2	2	260	..	260	4,320	6,100
VIII.	(b) Other mining, quarries, etc.	1	7	620	..	620	3,720	4,000
IX.	Railway and tramway services	3	3	1,285	..	1,285	2,533	1,900
	Total	11	51	3,704	..	3,704	17,656	18,700
WESTERN AUSTRALIA.								
I.	Wood, furniture, etc.	2	6	63	..	63	606	631
II.	Engineering, metal works, etc.	1	1	240	..	240	240	300
	Total	3	7	303	..	303	846	931
TASMANIA.								
	

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1941—*continued.*

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
XI.	NORTHERN TERRITORY. Shipping, wharf labour, etc.	1	1	200	..	200	600	£ 825
	AUSTRALIA.							
I.	Wood, furniture, etc. ..	3	7	88	..	88	731	751
II.	Engineering, metal works, etc. ..	92	188	53,779	2,170	55,949	210,872	219,215
III.	Food, drink, etc. ..	13	108	3,966	..	3,966	35,290	37,055
IV.	Clothing, textiles, etc. ..	5	168	29,302	232	29,534	302,734	260,094
V.	Books, printing ..	1	3	506	..	506	506	734
VI.	Other manufacturing ..	21	85	6,056	900	6,956	97,597	98,772
VII.	Building ..	12	56	2,287	7	2,294	18,123	20,238
VIII.	(a) Coal-mining ..	395	441	137,561	3,674	141,235	275,605	320,945
	(b) Other mining, quarries, etc. ..	4	10	2,139	127	2,266	12,882	15,381
IX.	Railway and tramway services ..	9	9	2,432	84	2,516	15,986	14,872
X.	Other land transport ..	3	453	1,577	..	1,577	6,634	4,834
XI.	Shipping, wharf labour, etc. ..	6	9	1,027	68	1,095	7,091	7,089
XIV.	Miscellaneous ..	3	3	125	..	125	123	122
	Total (a) ..	567	1,540	240,845	7,262	248,107	984,174	1,000,102

(a) The following disputes commenced in and were uncompleted at the end of the year, 1940, and in respect of "Number of Disputes", and "Establishments Involved" are duplicated in the figures for 1941.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
New South Wales ..	2	2	528	..	528

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1942.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
	NEW SOUTH WALES.							£
II.	Engineering, metal works, etc. ..	64	66	21,104	514	21,618	80,861	85,194
III.	Food, drink, etc. ..	16	17	3,570	323	3,893	10,047	7,796
VI.	Other manufacturing ..	10	10	6,870	519	7,389	44,456	38,695
VII.	Building ..	5	5	587	..	587	2,890	3,436
VIII.	(a) Coal-mining ..	445	463	110,138	1,736	111,874	177,242	260,478
	(b) Other mining, quarries, etc. ..	1	1	306	..	306	1,224	1,400
IX.	Railway and training services ..	2	2	158	..	158	158	171
XI.	Shipping, wharf labour, etc. ..	3	3	4,799	..	4,799	2,549	3,674
XII.	Pastoral, agricultural, etc. ..	1	1	18	..	18	108	211
XIII.	Domestic, hotels, etc. ..	1	1	85	..	85	85	26
XIV.	Miscellaneous ..	4	4	568	..	568	515	532
	Total ..	552	573	148,203	2,892	151,095	320,135	401,613
	VICTORIA.							
I.	Wood, furniture, etc. ..	1	1	140	..	140	1,400	1,700
II.	Engineering, metal works, etc. ..	6	10	2,672	140	2,812	8,746	7,675
III.	Food, drink, etc. ..	1	1	1,455	..	1,455	13,095	8,096
VI.	Other manufacturing ..	2	2	6,271	..	6,271	8,271	9,243
VII.	Building ..	8	10	1,313	..	1,313	3,560	3,757
IX.	Railway and tramway services ..	1	1	73	..	73	146	202
XII.	Pastoral, agricultural, etc. ..	1	1	55	..	55	440	336
	Total ..	20	26	11,979	140	12,119	35,658	31,009

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1942—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
QUEENSLAND.								
II.	Engineering, metal works, etc. . .	1	1	44	52	96	768	£ 875
III.	Food, drink, etc. . .	2	2	139	..	139	967	708
XI.	Shipping, wharf labour, etc. . .	1	1	44	..	44	132	207
XIV.	Miscellaneous . . .	2	2	143	..	143	835	355
	Total	6	6	370	52	422	2,702	2,145
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc. . .	9	9	2,039	..	2,039	4,089	4,128
III.	Food, drink, etc. . .	2	41	781	..	781	4,057	3,952
IV.	Clothing, textiles, etc. . .	1	1	300	..	300	2,100	2,700
XI.	Shipping, wharf labour, etc. . .	1	1	497	..	497	248	276
	Total	13	52	3,617	..	3,617	10,494	11,056
WESTERN AUSTRALIA.								
II.	Engineering, metal works, etc. . .	1	1	728	..	728	5,096	5,472
III.	Food, drink, etc. . .	3	80	211	..	211	3,079	3,630
VII.	(a) Coal-mining . . .	2	2	157	..	157	323	390
IX.	Railway and tramway services	1	1	521	..	521	261	260
XI.	Shipping, wharf labour, etc. . .	1	1	180	12	192	96	120
	Total	8	85	1,797	12	1,809	8,855	9,872
TASMANIA.								
VI.	Other manufacturing . . .	1	1	17	..	17	17	16
IX.	Railway and tramway services	1	1	34	..	34	34	29
	Total	2	2	51	..	51	51	45
NORTHERN TERRITORY.								
XI.	Shipping, wharf labour, etc. . .	1	1	150	..	150	300	350
AUSTRALIA.								
I.	Wood, furniture, etc. . .	1	1	140	..	140	1,400	1,700
II.	Engineering, metal works, etc. . .	81	87	26,587	506	27,093	99,560	103,344
III.	Food, drink, etc. . .	24	141	6,156	323	6,479	31,245	24,182
IV.	Clothing, textiles, etc. . .	1	1	300	..	300	2,100	2,700
VI.	Other manufacturing . . .	13	13	13,158	519	13,677	52,744	47,954
VII.	Building . . .	13	15	1,900	..	1,900	6,450	7,193
VIII.	(a) Coal-mining . . .	447	465	110,295	1,736	112,031	177,565	260,868
	(b) Other mining, quarries, etc. . .	1	1	306	..	306	1,224	1,400
IX.	Railway and tramway services	5	5	786	..	786	599	662
XI.	Shipping, wharf labour, etc. . .	7	7	5,670	12	5,682	3,325	4,627
XII.	Pastoral, agricultural, etc. . .	2	2	73	..	73	548	547
XIII.	Domestic hotels, etc. . .	1	1	85	..	85	85	26
XIV.	Miscellaneous . . .	6	6	711	..	711	1,350	887
	Total (a)	602	745	166,167	3,096	169,263	378,195	456,090

(a) The following disputes commenced in, and were uncompleted at the end of the year 1941, and in respect of "Number of Disputes" and "Establishments Involved" are duplicated in the figures for 1942.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
New South Wales	2	2	720	..	720

3. *Industrial Disputes, Australia, 1938 to 1942.*—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 1938 to 1942 classified according to industrial groups.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII.(a)). For 1913 the proportion of disputes in the mining industry represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 82 in 1940. For the year 1942 these disputes represented 74 per cent. of the total for that year. In the past five years working days lost through dislocations involving workpeople engaged in coal-mining amounted to 3,044,479, representing 65 per cent. of the total loss of working days during the period :—

INDUSTRIAL DISPUTES : AUSTRALIA.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
			Coal- mining.	Other Mining, etc.			
NUMBER.							
1938 ..	43	3	314	6	4	6	376
1939 ..	20	3	362	4	6	21	416
1940 ..	36	10	286	3	10	5	350
1941 ..	135	12	395	4	18	3	567
1942 ..	120	13	447	1	12	9	602
1938-42 ..	354	41	1,804	18	50	44	2,311
WORKPEOPLE INVOLVED.							
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
1940 ..	15,986	2,447	167,840	492	3,514	2,318	192,597
1941 ..	96,999	2,294	141,235	2,266	5,188	125	248,597
1942 ..	47,689	1,900	112,031	306	6,468	869	169,203
1938-42 ..	182,314	10,968	681,277	5,784	19,057	7,351	906,751
WORKING DAYS LOST.							
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	459,154
1940 ..	81,799	32,746	1,371,382	5,068	10,705	5,552	1,507,252
1941 ..	647,730	18,123	275,605	12,882	29,711	123	984,174
1942 ..	187,049	6,450	177,565	1,224	3,924	1,983	378,195
1938-42 ..	1,319,349	92,402	3,044,479	43,203	138,424	28,912	4,666,769
ESTIMATED LOSS IN WAGES.							
1938 ..	£ 239,222	£ 31,847	£ 973,659	£ 23,103	£ 35,062	£ 927	£ 1,303,820
1939 ..	83,540	424	335,033	4,728	22,114	9,877	455,716
1940 ..	75,108	27,491	1,595,234	6,146	8,333	3,809	1,716,121
1941 ..	616,621	20,238	320,645	15,381	26,795	122	1,000,102
1942 ..	179,880	2,193	260,868	1,400	5,289	1,460	456,090
1938-42 ..	1,194,371	87,193	3,485,739	50,758	97,593	16,195	4,931,849

4. Summary of Disputes (involving Stoppage of Work), 1938 to 1942.—The following table gives particulars of the number of industrial disputes in each State in the years 1938 to 1942 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	1938	340	483	116,378	8,160	124,538	1,029,427	£ 1,012,915
	1939	386	460	139,301	9,230	148,531	1,101,183	419,330
	1940	313	680	161,766	12,238	174,004	1,238,161	1,430,416
	1941	553	773	213,440	6,671	220,111	778,079	809,879
	1942	552	573	148,203	2,892	151,095	320,135	401,613
Victoria	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
	1940	19	44	8,279	385	8,664	108,035	101,326
	1941	22	595	19,806	311	20,117	139,167	121,193
	1942	20	26	11,979	140	12,119	35,658	31,009
Queensland	1938	5	9	2,657	..	2,657	87,539	87,379
	1939	5	6	373	2	375	1,870	1,753
	1940	4	8	3,013	14	3,027	131,628	157,673
	1941	17	113	3,392	280	3,672	47,826	48,574
	1942	6	6	370	52	422	2,702	2,145
South Australia	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
	1940	5	5	2,745	21	2,766	9,506	7,632
	1941	11	51	3,704	..	3,704	17,656	18,700
	1942	13	52	3,617	..	3,617	10,494	11,056
Western Australia	1938	7	21	2,994	650	3,644	43,768	43,278
	1939	7	7	1,108	145	1,253	14,100	9,578
	1940	4	153	2,735	288	3,023	7,387	6,396
	1941	3	7	303	..	303	846	931
	1942	8	65	1,797	12	1,809	8,855	9,872
Tasmania	1938	2	4	2,200	..	2,200	72,175	72,030
	1939	4	4	53	..	53	166	93
	1940	2	5	216	12	228	10,466	10,641
	1941	..	..	..	..	..	..	..
	1942	2	2	51	..	51	51	45
Northern Territory	1938	1	1	500	..	500	500	400
	1939	2	16	234	40	274	3,642	3,600
	1940	3	4	185	700	885	2,069	2,037
	1941	1	1	200	..	200	600	825
	1942	1	1	150	..	150	300	350
Australia	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
	1940	350	899	178,939	13,658	192,597	1,507,252	1,716,122
	1941	567	1,540	240,845	7,262	248,107	984,174	1,000,102
	1942	602	745	166,167	3,096	169,263	378,195	456,090

Detailed information in regard to the disputes during the years 1938 to 1942 and previous years is given in the *Labour Reports*, issued by this Bureau.

5. Duration of Industrial Disputes, 1942.—The following table gives particulars of industrial disputes during 1942 according to certain adopted limits of duration :—

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1942.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
1 day and less	401	108,798	1,514	110,312	106,450	£ 148,757
2 days and more than 1 day	76	24,597	38	24,635	47,633	58,025
3 " " " 2 days	29	7,885	31	7,916	23,634	28,287
Over 3 days and less than 1 week (6 days)	38	8,133	689	8,822	38,518	44,733
1 week and less than 2 weeks	39	13,837	342	14,179	113,870	116,591
2 " " " 4 weeks	17	2,450	482	2,932	36,790	44,852
4 " " " 8 weeks	2	467	..	467	11,300	14,845
8 weeks and over .. . . .	..	..	..	..	..	..
Total	602	166,167	3,096	169,263	378,195	456,090

6. Causes of Industrial Disputes, 1913 to 1942.—The following table shows the principal causes of the industrial disputes which occurred in 1913 and from 1937 to 1942 :—

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.

Causes of Dispute.	1913.	1937.	1938.	1939.	1940.	1941.	1942.
	NUMBER.						
1. Wages—							
(a) For increase	42	28	10	13	16	46	8
(b) Against decrease	4	1	2	4	1	4	2
(c) Other wage questions	31	77	67	58	54	102	107
2. Hours of Labour—							
(a) For reduction	3	2	2	12	..	2	1
(b) Other disputes re hours	7	4	1	9	20	10	8
3. Trade Unionism—							
(a) Against employment of non-unionists	8	5	5	1	2	8	9
(b) Other union questions	5	24	43	48	34	28	24
4. Employment of particular Classes or Persons	44	80	106	107	80	154	139
5. Working Conditions	51	72	73	90	46	81	132
6. Sympathetic	5	11	4	1	7	15	14
7. Other Causes	8	38	63	73	90	117	158
Total	208	342	376	416	350	567	602

WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase	8,633	7,678	967	4,384	4,242	12,157	2,150
(b) Against decrease	563	15	914	279	296	848	957
(c) Other wage questions	7,160	21,588	21,399	17,094	17,841	32,403	32,025
2. Hours of Labour—							
(a) For reduction	460	429	4,050	4,150	..	1,432	85
(b) Other disputes re hours	1,819	1,474	36	3,383	7,635	3,720	1,630
3. Trade Unionism—							
(a) Against employment of non-unionists	5,370	3,542	1,659	21	254	912	1,797
(b) Other union questions	1,418	5,889	13,241	16,030	10,314	10,392	5,302
4. Employment of particular Classes or Persons	11,370	20,401	30,020	28,691	28,955	43,889	41,402
5. Working Conditions	10,785	17,854	40,206	28,092	14,614	30,051	28,908
6. Sympathetic	947	3,235	1,260	2,600	4,973	10,855	7,977
7. Other Causes	1,758	14,068	30,202	48,106	103,473	101,448	46,030
Total	50,283	96,173	143,954	152,830	192,597	248,107	169,268

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA—continued.

Causes of Dispute.	1913.	1937.	1938.	1939.	1940.	1941.	1942.
WORKING DAYS LOST.							
1. Wages—							
(a) For increase	100,069	144,372	32,390	24,115	25,590	106,518	7,403
(b) Against decrease .. .	9,438	30	7,340	4,472	592	1,368	13,991
(c) Other wage questions ..	78,183	107,904	116,468	67,550	92,473	111,258	98,669
2. Hours of Labour—							
(a) For reduction	2,774	1,897	34,300	21,636	..	4,232	85
(b) Other disputes re hours ..	15,111	4,442	900	10,752	20,977	12,781	2,607
3. Trade Unionism—							
(a) Against employment of non-unionists	91,002	20,750	2,906	63	1,866	5,852	5,583
(b) Other union questions ..	32,388	9,569	80,280	52,086	15,553	62,870	9,179
4. Employment of Particular Classes or Persons	191,723	138,428	104,454	81,101	105,166	112,360	98,658
5. Working Conditions	73,562	85,746	744,147	108,409	33,709	122,279	66,348
6. Sympathetic	24,066	11,230	4,440	2,600	16,196	18,830	12,593
7. Other Causes	5,212	32,743	210,369	86,370	1,195,130	425,826	63,079
Total	623,528	557,111	1,337,994	459,154	1,507,252	984,174	378,195

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 19 per cent. in 1942 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 29 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.

7. Results of Industrial Disputes.—The results of industrial disputes during each of the last 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.
1937..	86	206	7	41	23,939	58,665	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	43,569	54,791
1940..	99	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941
1941..	225	287	24	29	74,856	146,031	11,438	15,062	271,539	522,837	93,424	94,464
1942(a)	166	393	9	28	48,848	107,636	2,317	8,913	114,540	201,381	13,041	36,973

(a) The following disputes which were incomplete at 31st December, 1942, should be added to the above figures to effect a balance with those published in the preceding tables:—New South Wales, 5 disputes; 881 workpeople; 11,364 working days lost. Victoria, 1 dispute; 448 workpeople; 896 working days lost.

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

INDUSTRIAL DISPUTES: METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1937.	1938.	1939.	1940.	1941.	1942.(#)
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	265	245	277	192	245	233
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	17	9	17	17	12	22	117
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	19	6	3	5	6	9	9
By reference to Board or Court	22	4	9	2	7	56	16
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	4	2	9	6	25	57	43
By filling places of workpeople on strike or locked out	13	5	..	1	..	3	..
By closing-down establishment permanently	1	1	..	2	1	..	..
By other methods	13	48	92	106	105	173	178
Total	208	340	375	416	348	565	596
WORKPEOPLE INVOLVED.							
Negotiation—							
Direct between employers and employees or their representatives	23,357	72,430	70,481	80,195	55,084	72,865	57,556
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	3,172	2,764	4,845	2,489	3,520	5,757	42,072
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	6,505	1,804	1,844	4,925	2,766	3,336	2,259
By reference to Board or Court	12,774	428	5,519	429	2,617	21,788	4,642
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	659	480	21,289	3,268	35,203	55,019	14,873
By filling places of workpeople on strike or locked out	658	825	..	20	..	340	..
By closing-down establishment permanently	170	86	..	178	13	..	..
By other methods	2,988	16,773	38,313	61,326	92,866	88,282	46,532
Total	50,283	95,590	142,291	152,830	102,060	247,387	167,934
WORKING DAYS LOST.							
Negotiation—							
Direct between employers and employees or their representatives	94,400	396,410	203,175	245,709	152,848	159,347	98,650
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	18,517	64,220	52,943	21,018	42,563	115,727
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	187,871	48,769	11,796	35,647	8,665	14,259	10,112
By reference to Board or Court	221,769	7,354	326,881	3,366	30,420	107,051	18,761
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	2,105	4,120	629,075	46,450	1,032,801	510,277	69,441
By filling places of workpeople on strike or locked out	14,139	12,571	..	20	..	5,248	..
By closing-down establishment permanently	20,400	172	..	3,892	377	..	..
By other methods	56,509	31,162	72,913	71,127	252,811	143,519	53,244
Total	623,528	519,075	1,308,060	459,154	1,498,940	982,264	365,935

(a) See note to previous table.

The majority of disputes are settled by direct negotiations between employers and employees, the proportion so settled since 1913 ranging between 43 per cent. in 1925 and 78 per cent. in 1937. Of the 596 disputes settled during 1942, 233 or 39 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 1942 was 11 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.

§ 4. 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.

F. ASSOCIATIONS.

§ 1. Labour Organizations.

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

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Official Year Book. The latest information available as to registrations is as follows:—New South Wales, 193 industrial unions of employers and 157 industrial unions of employees, the membership not being available in either case; Queensland, 18 industrial unions of employers with approximately 14,000 members, and 79 industrial unions of employees with approximately 204,000 members; South Australia, 33 organizations of employees with 42,000 members; Western Australia, 35 organizations of employers with 708 members, and 133 organizations of employees with 57,000 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, 1942, there were 40 registered organizations of employers and 153 registered organizations of employees, with a total estimated membership for the latter of approximately 1,000,000.

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 1942:—

TRADE UNIONS : BRANCHES AND MEMBERS, 1942.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales	194	597	483,039
Victoria	142	382	302,782
Queensland	113	308	190,578
South Australia	113	174	111,388
Western Australia	138	208	64,535
Tasmania	73	71	26,893
Northern Territory	4	..	1,406
Australian Capital Territory ..	15	1	1,796
Total	792	1,741	1,182,417
Australia	377 (a)	2,156 (b)	1,182,417

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

(b) See remarks below.

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, excluding branches therein, and each union is counted once only. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organization. In taking the total number of separate unions in Australia (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line, allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches" in the 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, 377 distinct organizations and interstate groups of organizations in Australia, having 2,156 State branches and sub-branches, and a total of 1,182,417 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.	1938.	1939.	1940.	1941.	1942.
NUMBER OF UNIONS.					
Manufacturing—	(a)	(a)	(a)	(a)	(a)
I. Wood, Furniture, etc. . .	17 (4)	17 (4)	17 (5)	17 (5)	17 (5)
II. Engineering, Metal Works, etc. . .	63 (22)	64 (22)	63 (23)	63 (22)	62 (22)
III. Food, Drink, Tobacco, etc. . .	70 (34)	72 (35)	72 (35)	73 (34)	68 (33)
IV. Clothing, Hats, Boots, etc. . .	26 (12)	26 (12)	26 (12)	25 (12)	25 (12)
V. Books, Printing, etc. . .	14 (8)	14 (8)	14 (8)	14 (8)	14 (8)
VI. Other Manufacturing . . .	73 (36)	71 (37)	70 (37)	70 (35)	74 (37)
VII. Building . . .	49 (28)	48 (28)	49 (28)	49 (27)	49 (28)
VIII. Mining, Quarrying, etc. . .	15 (12)	16 (13)	19 (13)	19 (13)	18 (13)
IX. Railway and Tramway Services . . .	50 (27)	51 (29)	50 (29)	50 (29)	50 (29)
X. Other Land Transport . . .	13 (6)	13 (6)	13 (6)	13 (6)	13 (6)
XI. Shipping, etc. . .	55 (20)	60 (21)	58 (21)	54 (19)	50 (19)
XII. Pastoral, Agricultural, etc. . .	9 (6)	9 (5)	9 (5)	8 (4)	9 (5)
XIII. Domestic, Hotels, etc. . .	20 (16)	19 (18)	18 (17)	18 (17)	18 (17)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	32 (16)	33 (20)	33 (20)	33 (20)	33 (21)
(ii) Public Service . . .	148 (50)	147 (50)	142 (49)	142 (49)	142 (49)
(iii) Retail and Wholesale . . .	8 (8)	15 (8)	15 (8)	15 (8)	15 (8)
(iv) Municipal, Sewerage and Labouring . . .	16 (12)	20 (11)	20 (11)	20 (11)	20 (12)
(v) Other Miscellaneous . . .	123 (49)	124 (53)	124 (54)	124 (55)	115 (53)
Total . . .	801 (366)	819 (380)	812 (381)	807 (374)	792 (377)

NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc. . .	27,831	27,990	29,520	28,656	25,017
II. Engineering, Metal Works, etc. . .	94,228	99,731	112,230	153,911	199,698
III. Food, Drink, Tobacco, etc. . .	75,753	80,328	77,229	79,456	77,731
IV. Clothing, Hats, Boots, etc. . .	66,427	68,847	73,489	86,824	96,450
V. Books, Printing, etc. . .	21,661	22,303	22,997	24,049	23,574
VI. Other Manufacturing . . .	48,410	52,074	62,185	86,443	100,069
VII. Building . . .	47,953	45,651	53,998	58,812	69,843
VIII. Mining, Quarrying, etc. . .	43,429	48,812	49,921	47,048	44,462
IX. Railway and Tramway Services . . .	104,523	105,938	101,940	111,922	120,672
X. Other Land Transport . . .	18,969	19,488	18,315	21,290	20,403
XI. Shipping, etc. . .	28,780	28,760	29,173	29,740	32,013
XII. Pastoral, Agricultural, etc. . .	38,424	40,276	44,524	43,242	45,742
XIII. Domestic, Hotels, etc. . .	12,835	13,177	16,805	20,381	20,073
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	37,639	39,013	42,439	48,451	56,176
(ii) Public Service . . .	86,797	89,848	92,688	102,552	115,954
(iii) Retail and Wholesale . . .	34,140	36,290	35,119	36,416	34,516
(iv) Municipal, Sewerage and Labouring . . .	45,126	46,552	47,673	45,083	47,533
(v) Other Miscellaneous . . .	52,233	50,392	45,617	51,404	52,491
Total . . .	885,158	915,470	955,862	1,075,680	1,182,417

(a) Allowing for interstate duplication.

(iv) *Trade Unions : Numbers of Male and Female Members and Percentage to Total Wage and Salary Earners, Australia.* Prior to 1940, the numbers of male and female wage and salary earners (including unemployed) aged 20 years and over were estimated by increasing the numbers of such persons enumerated at the 1933 Census in ratio to the annual increases in males and females aged 20 to 64 years. Similarly, for wage and salary earners (including unemployed) under 20 years the numbers of such persons at the 1933 Census were increased in ratio to the annual increases in males and females 15 to 19 years. Further, allowance was made for (a) increase in the proportion of females who 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. For 1940 and subsequent years, the estimated numbers of wage and salary earners include (a) wage earners enlisted in the Defence Forces and (b) persons who were "not gainfully occupied" before the outbreak of war, but have since entered wage-earning employment.

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, 1938 to 1942. 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.

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

Particulars.	1938.	1939.	1940.(a)	1941.(a)	1942.(a)
--------------	-------	-------	----------	----------	----------

MALES.

Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,488,200	1,507,500	1,564,500	1,733,100	1,795,700
No. of Members of Unions ..	748,749	778,336	806,572	886,648	943,555
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	50.3	51.6	51.6	51.2	52.5
Junior Wage and Salary Earners (under 20)	273,200	275,600	284,000	290,600	296,000

FEMALES.

Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	410,900	417,600	430,200	449,200	477,800
No. of Members of Unions ..	136,409	137,134	149,290	180,032	238,862
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	33.2	32.8	34.7	42.1	50.0
Junior Wage and Salary Earners (under 20)	183,900	187,200	209,300	230,400	258,300

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

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

Particulars.	1938.	1939.	1940.(a)	1941.(a)	1942.(a)
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,899,100	1,925,100	1,994,700	2,182,300	2,273,500
No. of Members of Unions ..	885,158	915,470	955,862	1,075,680	1,182,417
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	46.6	47.6	47.9	49.3	52.0
Junior Wage and Salary Earners (under 20)	457,100	462,800	493,300	521,000	551,300

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

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1942 :—

INTERSTATE OR FEDERATED UNIONS: AUSTRALIA, 1942.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	18	12	17	26	43	116
.. .. Members ..	30,871	37,944	169,561	299,388	495,147	1,032,911

(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 377 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 116 unions was 1,032,911 or 87 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 1942:—

CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AFFILIATED, 1942.

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	105	177	81	50	208	57	9	687

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.

The year 1922 was the first for which information was collected in respect of Employers' Associations, and detailed particulars for that and subsequent years up to 1939 appear in previous issues of the Official Year Book and in the *Labour Reports*. Owing to limitations of space, however, the publication of the tabulated results has been discontinued.

G.—COMPARATIVE INDEX-NUMBERS.

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

COMPARATIVE INDEX-NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

(Base (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 Housing (4 and 5 Rooms) " B " Series.	Clothing.	Miscellaneous.	All Items of Household Expenditure " C " Series.			
Year—									%
1911 ..	1,000	1,000	1,000	(c) 1,000	(c) 1,000	(c) 1,000	1,000	1,000	4.7
1914 ..	1,144	1,082	1,121	1,140	1,140	1,140	1,081	948	8.3
1921 ..	1,902	1,410	1,717	1,883	1,537	1,680	1,826	1,087	11.2
1929 ..	1,866	1,754	1,824	1,505	1,533	1,713	1,972	1,151	11.1
1930 ..	1,682	1,711	1,693	1,437	1,521	1,618	1,939	1,198	19.3
1931 ..	1,477	1,473	1,475	1,289	1,481	1,448	1,752	1,210	27.4
1932 ..	1,425	1,336	1,391	1,215	1,458	1,377	1,639	1,190	29.0
1933 ..	1,342	1,314	1,332	1,190	1,446	1,335	1,584	1,187	25.1
1934 ..	1,400	1,324	1,371	1,187	1,437	1,355	1,590	1,173	20.5
1935 ..	1,442	1,372	1,416	1,184	1,440	1,380	1,612	1,169	16.5
1936 ..	1,475	1,437	1,461	1,197	1,441	1,409	1,638	1,162	12.2
1937 ..	1,521	1,488	1,510	1,226	1,461	1,448	1,707	1,178	9.3
1938 ..	1,584	1,540	1,568	1,253	1,463	1,488	1,799	1,209	8.7
1939 ..	1,657	1,577	1,626	1,271	1,465	1,526	1,846	1,211	9.7
1940 ..	1,679	1,590	1,644	1,445	1,519	1,588	1,889	1,190	8.0
1941 ..	1,693	1,595	1,654	1,690	1,613	1,673	1,997	1,194	3.7
1942 ..	1,843	1,596	1,742	1,977	1,693	1,809	2,164	1,196	1.6
Quarter—									
1936.									
March ..	1,445	1,413	1,433	1,191	1,432	1,391	1,623	1,167	13.4
June ..	1,435	1,425	1,444	1,194	1,431	1,397	1,629	1,166	12.8
September ..	1,489	1,449	1,474	1,197	1,455	1,420	1,641	1,156	12.0
December ..	1,510	1,461	1,491	1,203	1,449	1,430	1,659	1,160	10.7
1937.									
March ..	1,510	1,470	1,495	1,205	1,452	1,433	1,662	1,160	9.9
June ..	1,507	1,483	1,498	1,221	1,461	1,441	1,680	1,166	9.7
September ..	1,526	1,499	1,516	1,230	1,464	1,454	1,721	1,184	9.3
December ..	1,540	1,510	1,529	1,245	1,467	1,465	1,763	1,203	8.2
1938.									
March ..	1,540	1,521	1,534	1,247	1,466	1,467	1,778	1,212	8.0
June ..	1,572	1,534	1,558	1,255	1,461	1,482	1,787	1,206	8.6
September ..	1,616	1,547	1,589	1,256	1,463	1,500	1,806	1,204	9.2
December ..	1,608	1,559	1,589	1,256	1,463	1,501	1,823	1,213	8.9
1939.									
March ..	1,673	1,568	1,631	1,258	1,461	1,524	1,826	1,198	9.6
June ..	1,654	1,575	1,623	1,264	1,463	1,522	1,847	1,214	9.5
September ..	1,645	1,582	1,620	1,264	1,463	1,520	1,854	1,220	10.2
December ..	1,657	1,584	1,628	1,297	1,472	1,536	1,858	1,210	9.3
1940.									
March ..	1,640	1,587	1,620	1,342	1,481	1,542	1,864	1,209	7.9
June ..	1,688	1,589	1,649	1,415	1,518	1,583	1,875	1,184	10.5
September ..	1,676	1,591	1,642	1,450	1,533	1,590	1,903	1,197	7.4
December ..	1,710	1,593	1,663	1,572	1,542	1,635	1,912	1,169	6.2
1941.									
March ..	1,713	1,595	1,666	1,598	1,581	1,651	1,966	1,191	5.3
June ..	1,679	1,595	1,646	1,609	1,594	1,660	1,984	1,195	3.6
September ..	1,673	1,595	1,643	1,705	1,633	1,675	2,002	1,193	3.2
December ..	1,705	1,596	1,662	1,787	1,644	1,707	2,034	1,192	2.9
1942.									
March ..	1,771	1,597	1,701	1,838	1,667	1,746	2,091	1,198	1.8
June ..	1,832	1,596	1,736	1,942	1,673	1,793	2,127	1,186	1.7
September ..	1,887	1,595	1,768	2,028	1,689	1,835	2,182	1,189	1.6
December ..	1,880	1,595	1,764	2,098	1,741	1,860	2,257	1,213	1.5

(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.