

## CHAPTER XXIV.—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 are also collected at annual intervals from most towns of any significant size, the total number of towns so covered reaching approximately 200.

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

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

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

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

1. **General.**—The methods adopted for the compilation of indexes of retail prices and rents are very briefly described below. For a more detailed explanation, and an analysis of the problems involved, the reader should refer to *Labour Report* No. 31 and the Appendix to *Labour Report* No. 9.

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

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). K.—Household Drapery.
IV. Miscellaneous ..	{ L.—Household Utensils. M.—Fuel and Light. N.—Other Miscellaneous.

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

A list of the articles and services included in the various sections is published in the *Labour Report* No. 31.

3. **The Mass Units.**—The “mass units” or “multipliers” represent the estimated annual consumption per head or per household as the case may be in Australia of the units of quantity adopted for the various items in each of the sections. In the case of food and groceries the mass units are approximately the annual average consumption per head for household purposes of the various articles during the years 1927 to 1929. In the case of housing the mass unit is the multiplier applied to the weekly rental to raise it to an annual basis. In the case of Sections E to J the mass units represent the estimated annual consumption per head of the articles included in these sections. In the case of Sections K to M the mass units represent the estimated consumption per household while in Section N are shown the actual amounts necessary to cover the estimated cost of the services included for an average household.

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

4. **Relative Importance of the Groups and Sections.**—The relative importance of the groups and sections in the “All Items” (“C” series) index for Melbourne for the December quarter of 1940 was as follows:—

Group.	Section.	Percentage of Total Aggregate Cost
I. Food and Groceries .. ..	A.—Groceries .. ..	13.84
	B.—Dairy Produce .. ..	9.71
	C.—Meat .. ..	11.47
II. Housing .. ..	D.—House Rent (4 and 5 rooms) ..	22.73
	E.—Man .. ..	8.98
III. Clothing .. ..	F.—Woman .. ..	10.42
	G.—Boy, 10½ years .. ..	1.81
	H.—Girl, 7 years .. ..	1.20
	J.—Boy, 3½ years .. ..	0.71
	K.—Household Drapery .. ..	1.71
IV. Miscellaneous .. ..	L.—Household Utensils .. ..	0.55
	M.—Fuel and Light .. ..	4.88
	N.—Other Miscellaneous .. ..	11.99
		100.00

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

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

indexes is regarded as equal to 1,000. The index-number for any other period is then calculated by applying to 1,000 the ratio which the aggregate for such period bears to the base aggregate.

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

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

2. **Retail Price Index-Numbers : Capital Cities, 1907 to 1940.**—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.	1936.	1937.	1938.	1939.	1940.
<b>FOOD AND GROCERIES.</b>									
Sydney .. ..	523	553	646	1,062	849	868	904	936	952
Melbourne ..	517	523	610	1,063	809	836	884	942	947
Brisbane .. .	530	569	603	1,014	791	828	838	864	889
Adelaide .. .	532	570	679	1,066	798	826	861	897	900
Perth .. .. .	670	753	728	1,116	853	881	899	938	949
Hobart .. .. .	565	592	678	1,133	827	870	880	923	944
Weighted Average (a) ..	533	559	640	1,064	825	851	886	927	939
<b>HOUSING (4 AND 5 ROOMS).</b>									
Sydney .. .. .	593	701	760	989	930	965	1,004	1,035	1,042
Melbourne .. .	455	569	628	820	882	909	935	955	969
Brisbane .. .	283	373	466	630	766	822	841	854	857
Adelaide .. .	510	706	655	809	795	832	868	888	892
Perth .. .. .	458	524	589	739	844	861	872	881	882
Hobart .. .. .	405	452	518	881	908	899	913	925	933
Weighted Average (a) ..	497	612	662	862	879	912	942	965	973
<b>FOOD, GROCERIES AND HOUSING.</b>									
Sydney .. .. .	548	606	687	1,036	878	904	941	972	985
Melbourne .. .	495	539	616	977	835	862	902	945	953
Brisbane .. .	442	500	554	877	781	824	838	858	875
Adelaide .. .	524	618	671	975	796	826	862	891	895
Perth .. .. .	594	672	679	982	849	871	887	914	921
Hobart .. .. .	508	542	621	1,044	856	879	891	922	938
Weighted Average (a) ..	520	578	648	992	844	872	906	939	950

(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 1941.—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 1934.	Year 1935.	Year 1936.	Year 1937.	Year 1938.	Year 1939.	Year 1940.	1941.	
										Mar. Qtr.	June Qtr.
<b>NEW SOUTH WALES—</b>											
Sydney ..	1,046	1,073	842	852	866	889	913	936	974	1,018	1,019
Newcastle ..	1,041	1,028	834	856	853	849	877	901	945	986	991
Broken Hill ..	975	1,018	819	819	848	893	940	955	981	1,041	1,044
Goulburn ..	1,033	1,108	852	860	864	867	893	916	949	990	1,001
Bathurst ..	947	979	807	814	833	842	860	883	923	963	971
Weighted Average, 5 Towns ..	1,042	1,067	841	852	865	886	911	933	972	1,015	1,017
<b>VICTORIA—</b>											
Melbourne ..	1,003	1,017	801	924	844	868	896	924	964	996	999
Ballarat ..	992	957	781	803	826	839	850	874	906	936	940
Bendigo ..	1,002	969	811	820	821	840	854	875	920	949	952
Geelong ..	1,019	980	782	824	848	855	884	911	941	974	974
Warrnambool ..	1,034	960	826	850	851	856	892	918	955	984	990
Weighted Average, 5 Towns ..	1,003	1,011	801	924	843	866	893	920	960	992	995
<b>QUEENSLAND—</b>											
Brisbane ..	923	923	762	780	804	837	852	870	908	950	954
Toowoomba ..	949	916	785	785	802	840	843	858	898	937	943
Rockhampton ..	972	904	759	776	802	840	853	867	905	947	953
Townsville ..	1,025a	939a	759a	789a	810a	883	902	918	950	991	995
Bundaberg ..	994b	931b	761b	769b	779b	809	831	847	879	921	931
Weighted Average, 5 Towns ..	941	922	764	780	803	840	854	871	909	951	955
<b>SOUTH AUSTRALIA—</b>											
Adelaide ..	989	1,037	806	820	839	859	888	906	936	970	981
Kadina, etc ..	998	943	758	763	765	760	786	810	833	862	872
Port Pirie ..	1,025	980	778	789	813	844	868	866	919	953	971
Mount Gambier ..	1,029	963	800	809	818	830	849	872	894	928	941
Peterborough ..	948	1,043	832	833	843	851	868	897	924	954	967
Weighted Average, 5 Towns ..	992	1,030	804	817	835	855	883	902	931	965	976
<b>WESTERN AUSTRALIA—</b>											
Perth, etc ..	1,008	1,026	830	834	856	869	882	901	932	965	993
Kalgoorlie, etc. ..	1,048	1,032	975	1,011	1,027	1,030	1,048	1,066	1,099	1,148	1,170
Northam ..	1,030	1,022	825	829	860	890	900	915	947	987	1,017
Bunbury ..	1,045	978	843	865	880	897	914	936	962	997	1,017
Geraldton ..	1,056	1,051	866	866	933	970	957	965	990	1,033	1,052
Weighted Average, 5 Towns ..	1,020	1,026	842	848	870	884	897	915	946	981	1,008
<b>TASMANIA—</b>											
Hobart ..	1,070	1,000	837	849	860	875	887	908	945	982	994
Launceston ..	1,067	967	828	834	840	856	872	888	926	963	973
Burnie ..	1,003	966	780	792	814	854	865	879	917	956	971
Devonport ..	904	948	787	801	809	833	848	861	896	935	953
Queenstown ..	1,031	972	876	873	850	857	875	903	936	976	991
Weighted Average, 5 Towns ..	1,057	986	831	841	850	866	879	898	936	973	985
Weighted Average, 30 Towns ..	1,013	1,026	816	831	848	871	894	917	954	992	998
Weighted Average, 6 Capital Cities ..	1,013	1,033	817	832	850	873	897	920	957	995	1,000

(a) Charters Towers.

(b) Warwick.

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

**RETAIL PRICE INDEX-NUMBERS : CAPITAL CITIES ("C" SERIES). ALL ITEMS  
OF HOUSEHOLD CONSUMPTION, 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.
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FOOD AND GROCERIES.							
Nov. 1914 ..	638	616	614	683	746	687	641
" 1915 ..	844	835	860	858	819	858	842
" 1916 ..	833	791	748	835	854	807	812
" 1917 ..	877	798	825	805	828	949	836
" 1918 ..	877	843	882	862	816	918	861
" 1919 ..	1,073	975	1,069	1,012	987	1,041	1,026
" 1920 ..	1,225	1,220	1,117	1,225	1,113	1,293	1,209

HOUSING (4 AND 5 ROOMS).							
Nov. 1914 ..	758	608	463	611	586	525	649
" 1915 ..	780	611	472	574	581	571	659
" 1916 ..	791	625	467	573	592	574	665
" 1917 ..	797	657	492	606	602	586	685
" 1918 ..	832	699	526	656	619	614	722
" 1919 ..	866	744	604	707	650	746	768
" 1920 ..	980	807	634	783	718	904	851

FOOD, GROCERIES AND HOUSING.							
Nov. 1914 ..	680	613	560	658	689	630	644
" 1915 ..	825	756	722	758	734	756	777
" 1916 ..	818	732	648	742	761	724	760
" 1917 ..	848	748	707	734	748	820	782
" 1918 ..	861	792	756	789	746	810	812
" 1919 ..	1,000	893	904	904	867	936	934
" 1920 ..	1,138	1,074	945	1,068	973	1,155	1,082

CLOTHING.							
Nov. 1914 ..	755	780	657	756	698	825	754
" 1915 ..	805	797	690	821	760	833	792
" 1916 ..	903	870	779	919	849	940	881
" 1917 ..	1,009	976	899	1,049	980	1,041	992
" 1918 ..	1,102	1,103	1,025	1,066	1,135	1,200	1,097
" 1919 ..	1,237	1,213	1,192	1,303	1,277	1,344	1,238
" 1920 ..	1,323	1,422	1,274	1,384	1,359	1,430	1,365

MISCELLANEOUS.							
Nov. 1914 ..	766	728	728	770	780	699	749
" 1915 ..	798	770	756	803	822	770	786
" 1916 ..	808	784	766	832	869	780	802
" 1917 ..	889	879	836	883	926	865	882
" 1918 ..	988	950	931	988	1,035	945	972
" 1919 ..	1,059	1,016	968	1,035	1,120	1,006	1,036
" 1920 ..	1,209	1,181	1,139	1,200	1,262	1,124	1,194

TOTAL HOUSEHOLD EXPENDITURE.							
Nov. 1914 ..	712	671	611	699	707	687	687
" 1915 ..	816	768	721	780	755	776	782
" 1916 ..	836	773	698	798	800	783	795
" 1917 ..	892	823	773	832	832	879	847
" 1918 ..	938	890	848	887	885	923	905
" 1919 ..	1,065	988	981	1,018	1,005	1,042	1,022
" 1920 ..	1,193	1,172	1,054	1,164	1,111	1,213	1,166

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

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

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

State and Town.	1939.					1940.				
	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.
<b>NEW SOUTH WALES—</b>										
Sydney .. ..	360	255	199	186	1,000	352	248	215	185	1,000
Newcastle .. ..	386	228	201	185	1,000	376	220	219	185	1,000
Broken Hill .. ..	418	184	195	203	1,000	392	184	217	207	1,000
Goulburn .. ..	390	220	206	184	1,000	381	213	223	183	1,000
Bathurst .. ..	383	221	210	186	1,000	372	211	230	187	1,000
Weighted Average 5 Towns .. ..	363	252	198	187	1,000	355	243	215	187	1,000
<b>VICTORIA—</b>										
Melbourne .. ..	368	239	197	196	1,000	354	233	220	193	1,000
Balharat .. ..	387	189	214	210	1,000	371	180	239	210	1,000
Bendigo .. ..	383	194	210	213	1,000	372	185	235	208	1,000
Geelong .. ..	375	222	204	199	1,000	359	217	225	199	1,000
Warrnambool .. ..	375	232	201	192	1,000	361	226	222	191	1,000
Weighted Average 5 Towns .. ..	368	236	199	197	1,000	354	229	222	195	1,000
<b>QUEENSLAND—</b>										
Brisbane .. ..	357	227	213	203	1,000	352	218	230	200	1,000
Toowoomba .. ..	345	228	215	212	1,000	342	218	233	207	1,000
Rockhampton .. ..	375	201	218	206	1,000	367	192	235	206	1,000
Townsville .. ..	377	217	205	201	1,000	368	209	223	200	1,000
Bundaberg .. ..	387	175	221	217	1,000	381	170	238	211	1,000
Weighted Average 5 Towns .. ..	361	222	213	204	1,000	354	215	230	201	1,000
<b>SOUTH AUSTRALIA—</b>										
Adelaide .. ..	357	226	208	209	1,000	347	220	227	206	1,000
Kadina, etc. .. ..	432	111	231	226	1,000	418	108	247	227	1,000
Port Pirie .. ..	401	183	210	206	1,000	387	179	226	208	1,000
Mount Gambier .. ..	387	182	215	216	1,000	370	178	234	218	1,000
Peterborough .. ..	394	194	207	205	1,000	380	194	223	203	1,000
Weighted Average 5 Towns .. ..	361	221	208	210	1,000	350	215	227	208	1,000
<b>WESTERN AUSTRALIA—</b>										
Perth, etc. .. ..	375	225	203	197	1,000	367	219	219	195	1,000
Kalgoorlie, etc. .. ..	369	286	176	169	1,000	362	277	192	169	1,000
Northam .. ..	383	224	202	191	1,000	375	217	218	190	1,000
Bunbury .. ..	372	248	200	180	1,000	363	240	215	182	1,000
Geraldton .. ..	353	255	194	198	1,000	346	249	208	197	1,000
Weighted Average 5 Towns .. ..	374	233	200	193	1,000	366	225	217	192	1,000
<b>TASMANIA—</b>										
Hobart .. ..	366	235	207	192	1,000	360	228	222	190	1,000
Launceston .. ..	370	222	211	197	1,000	363	214	229	194	1,000
Burnie .. ..	386	199	210	185	1,000	377	214	227	182	1,000
Devonport .. ..	390	205	216	189	1,000	386	198	231	185	1,000
Queenstown .. ..	406	206	207	181	1,000	395	201	222	182	1,000
Weighted Average 5 Towns .. ..	371	228	208	193	1,000	364	221	225	190	1,000
Weighted Average for 30 Towns .. ..	365	239	202	194	1,000	355	232	220	193	1,000
Weighted Average 6 Capital Cities .. ..	363	242	201	194	1,000	353	235	219	193	1,000
<b>CHARTERS TOWNS (Q.)</b>										
Warwick (Q.) .. ..	395	152	215	238	1,000	377	156	233	234	1,000
Port Augusta (S.A.) .. ..	371	185	220	224	1,000	362	184	235	219	1,000
Port Augusta (S.A.) .. ..	405	175	212	208	1,000	398	170	224	208	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 relates at present, therefore, to 200 towns. The results of the first investigation were published in *Labour Bulletin* No. 5 (pp. 26-33), and details 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 will be continued, but their publication will be suspended for the period of the war owing to the demand for economy in official publications.

### § 6. Changes in the Regimen.

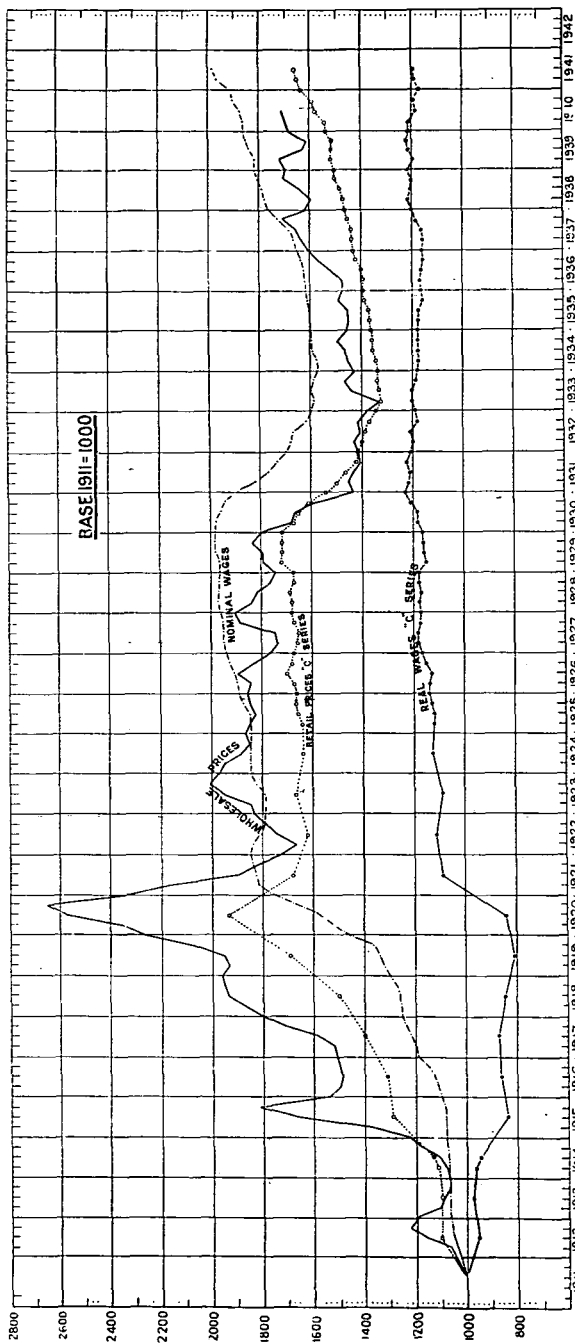
Since the original compilation of retail price indexes by the Bureau, the regimens of the several groups and sections have undergone some modifications. These are briefly referred to in the following paragraphs.

(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.

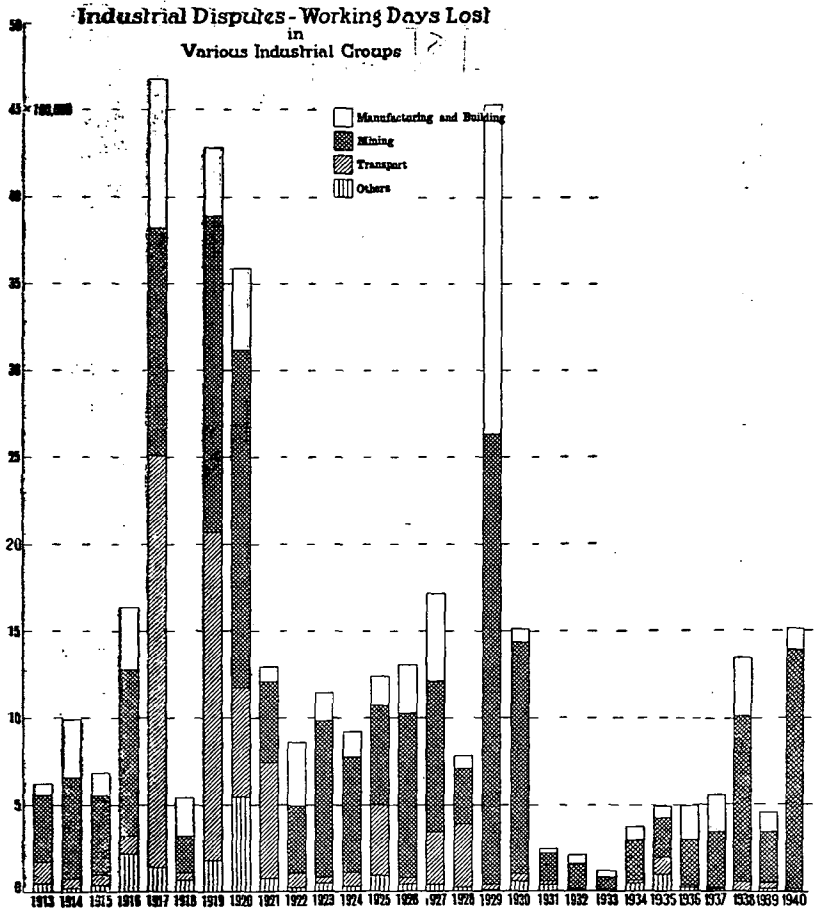
Since the December quarter of 1936, following on the resolutions of the 1936 Conference of Statisticians, the rentals of 4 and 5-roomed houses in certain towns have been collected and tabulated on a somewhat different basis from that previously used. The returns in the twelve more important cities and 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.

# WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1941.



EXPLANATION.—The index-numbers in the above graph are for the Six Capital Cities as a whole, with the exception of those for Wholesale Prices which are for Melbourne. They are all calculated to the common base 1911 = 1,000, the scale for which appears on the left of the graph. They are shown quarterly from 1912 to 1939 and thereafter annually 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 1914, and Real Wages are shown quarterly from 1925.





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

(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, 1851 TO 1940.**

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

Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agricultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Materials.	VIII. Chemicals.	All Groups.
1861	.. 1,438	1,381	1,583	1,008	1,963	..	1,070	2,030	1,538
1871	.. 1,096	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881	.. 1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,121
1891	.. 895	847	1,024	995	1,032	888	780	1,194	945
1901	.. 1,061	774	928	1,029	1,048	1,345	841	917	974
1902	.. 1,007	756	1,192	1,215	945	1,447	837	881	1,051
1903	.. 923	834	1,209	1,059	936	1,443	875	921	1,049
1904	.. 821	885	754	876	916	1,427	845	875	890
1905	.. 772	850	894	980	942	1,209	801	859	910
1906	.. 882	978	916	972	923	1,110	896	864	948
1907	.. 1,037	1,017	973	1,020	948	1,294	968	961	1,021
1908	.. 1,033	901	1,312	1,198	968	1,335	935	891	1,115
1909	.. 1,014	907	1,000	1,119	978	1,068	911	815	993
1910	.. 1,004	1,052	969	1,100	999	1,008	996	898	1,003
1911	.. 1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1912	.. 1,021	991	1,370	1,206	1,052	1,357	1,057	978	1,170
1913	.. 1,046	1,070	1,097	1,054	1,024	1,252	1,128	995	1,088
1914	.. 1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915	.. 1,284	1,017	2,162	1,530	1,133	2,435	1,275	1,528	1,604
1916	.. 1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,504
1917	.. 2,129	2,008	1,157	1,423	1,343	2,403	1,884	2,171	1,662
1918	.. 2,416	2,360	1,444	1,454	1,422	2,385	2,686	3,225	1,934
1919	.. 2,125	2,363	1,985	1,651	1,516	2,348	2,851	2,898	2,055
1920	.. 2,298	2,624	2,439	2,209	1,918	3,279	3,226	2,825	2,480
1921	.. 2,173	1,362	1,767	2,000	1,976	2,158	2,733	2,303	1,903
1922	.. 1,942	1,681	1,628	1,648	1,869	1,787	2,005	1,965	1,758
1923	.. 1,826	2,148	1,778	1,837	1,746	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

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 years which it covers, on the assumption that the relative importance of component items remained constant. But it no longer serves as a measure of price variations from month to month or from year to year of commodities weighted in accordance with present day consumption. Reference to a description of the index published in the annual *Labour Report* will indicate

that animal fodders preponderate in the "Agricultural Produce" group, while "Building Materials" include little besides imported timber. In other groups, some principal items have increased in consumption while others have decreased. It was resolved, therefore, at the Conference of Statisticians at Brisbane in 1930 that the time had come to revise and extend the items included in order to bring the index into line with changed conditions. An investigation to that end was commenced, and in the course of the past few years, many new price-series have been collected on a monthly basis back to January, 1928. Some of these have been incorporated in a new index of the prices of basic materials and foodstuffs, preliminary index-numbers of which are currently published in the *Monthly Review of Business Statistics*. Others are being incorporated in a number of "special-purpose" indexes, which it is hoped to publish in the future. Their construction has been delayed in order to make use, for weighting purposes, of the larger amount of information which is now becoming available as the result of the collection of more extensive statistics of factory production. The price quotations have in the main been obtained directly from manufacturers and dealers, and, with a few important exceptions, from Melbourne sources. Apart from home-produced building materials, coal and one or two minor commodities, however, the price movements may be taken as representative of fluctuations in wholesale prices of basic materials in most Australian markets. The weighting system adopted is based on average annual consumption during the years 1928-29 to 1934-35 inclusive. In the meantime, however, the original index has been continued on existing lines, as set out in § 1 on page 705.

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 1941-42.**  
(Base: 1928-29 = 1,000.)

Period.	Metals and Coal.	Oils, Fats and Waxes.	Tex- tiles.	Chem- icals.	Rubber and Hides.	Build- ing Ma- terials.	Food- stuffs and To- bacco.	Goods princi- pally Im- ported.	Goods Home Pro- duced.	All Groups.
1928-29 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1932-33 ..	823	1,022	586	976	604	1,000	745	1,066	732	815
1933-34 ..	808	794	792	917	697	991	788	977	755	811
1934-35 ..	766	842	609	840	674	981	816	1,009	749	814
1935-36 ..	725	895	774	816	766	981	857	1,037	776	840
1936-37 ..	758	925	920	814	963	1,044	910	1,088	828	892
1937-38 ..	798	951	776	824	844	1,098	932	1,117	845	911
1938-39 ..	807	944	633	833	806	1,024	963	1,087	863	917
1939-40 ..	827	1,083	806	880	1,013	1,144	950	1,214	868	951
1940-41 ..	845	1,292	858	1,018	1,094	1,355	981	1,408	899	1,023
1938-39—										
July ..	801	945	655	831	750	1,019	1,001	1,086	887	936
August ..	802	944	648	831	772	1,023	1,027	1,107	899	949
September ..	803	943	624	831	773	1,016	990	1,096	876	929
October ..	806	943	635	832	847	1,028	963	1,087	865	918
November ..	806	943	643	832	840	1,028	916	1,084	833	893
December ..	803	942	621	832	809	1,028	905	1,087	822	886
January ..	811	941	624	833	821	1,028	936	1,105	840	903
February ..	795	944	635	834	812	1,028	957	1,079	860	912
March ..	814	944	624	835	819	1,028	1,017	1,077	906	947
April ..	814	945	621	835	802	1,022	990	1,077	886	932
May ..	814	946	625	835	809	1,022	928	1,081	842	900
June ..	814	947	645	835	818	1,013	927	1,080	843	900
1939-40										
July ..	815	946	663	835	805	1,013	919	1,077	838	895
August ..	816	944	659	835	825	1,013	909	1,077	830	890
September ..	816	948	787	835	931	1,098	921	1,125	848	909
October ..	816	993	850	835	986	1,099	947	1,157	859	931
November ..	829	1,039	855	835	1,046	1,134	937	1,195	856	938
December ..	829	1,087	842	839	1,085	1,140	934	1,231	852	944
January ..	829	1,066	844	922	1,082	1,139	945	1,234	866	955
February ..	830	1,097	816	923	1,098	1,200	951	1,249	871	963
March ..	833	1,140	834	923	1,089	1,201	963	1,266	882	976
April ..	849	1,152	843	924	1,063	1,203	986	1,275	901	992
May ..	835	1,274	843	924	1,084	1,201	998	1,329	910	1,012
June ..	835	1,279	838	924	1,062	1,287	985	1,352	901	1,011

**INDEX-NUMBERS : BASIC MATERIALS AND FOODSTUFFS, 1928-29 TO  
1941-42—continued.**

Period.	Metals and Coal.	Oils, Fats and Waxes.	Tex- tiles.	Chem- icals.	Rubber and Hides.	Build- ing Ma- terials.	Food- stuffs and To- bacco.	Goods princi- pally Im- ported.	Goods princi- pally Home Pro- duced.	All Groups.
<b>1940-41—</b>										
July ..	835	1,280	836	1,006	1,052	1,287	986	1,361	900	1,012
August ..	833	1,275	823	1,014	1,050	1,359	999	1,373	916	1,027
September ..	835	1,272	830	1,014	1,051	1,359	1,006	1,368	921	1,030
October ..	841	1,282	850	1,012	1,059	1,359	1,008	1,398	917	1,034
November ..	841	1,282	848	1,019	1,112	1,359	977	1,392	900	1,020
December ..	841	1,286	852	1,019	1,106	1,359	996	1,409	908	1,030
January ..	847	1,285	853	1,020	1,092	1,354	1,002	1,409	913	1,034
February ..	848	1,283	852	1,020	1,084	1,355	956	1,415	883	1,013
March ..	848	1,284	868	1,022	1,094	1,355	956	1,415	879	1,009
April ..	857	1,325	878	1,022	1,121	1,355	957	1,436	884	1,018
May ..	859	1,325	895	1,022	1,180	1,379	957	1,457	881	1,022
June ..	859	1,326	897	1,022	1,128	1,379	960	1,459	882	1,022
<b>1941-42—</b>										
July ..	885	1,327	878	1,022	1,132	1,382	993	1,474	906	1,044
August ..	888	1,351	889	1,042	1,131	1,382	1,022	1,484	929	1,065
September ..	918	1,373	898	1,123	1,131	1,382	1,035	1,535	938	1,084
October ..	918	1,377	910	1,123	1,134	1,390	1,035	1,556	933	1,085
November ..	918	1,402	914	1,146	1,166	1,399	1,020	1,556	929	1,082
December ..	924	1,400	909	1,146	1,188	1,399	1,000	1,545	921	1,073

**C.—WAGES.**

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

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

2. **Awards, Determinations and Industrial Agreements.**—The following table gives a summary for each of the years 1936 to 1940 :—

**AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.**

State.	1936.		1937.		1938.		1939.		1940.	
	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.	Awards or Determina- tions made.	Agreements Filed.
New South Wales ..	52	39	63	42	64	38	64	17	70	22
Victoria ..	141	..	121	..	99	..	173	..	170	..
Queensland ..	61	37	46	42	38	38	50	25	34	45
South Australia ..	22	17	42	16	6	4	18	7	53	7
Western Australia ..	24	26	35	32	28	31	20	25	31	21
Tasmania ..	22	..	43	..	26	..	18	..	18	..
Commonwealth Court Commonwealth Public Service Arbitrator ..	32	13	38	11	31	13	31	21	25	13
	2	..	3	..	3	..	1	..	1	..
<b>Total ..</b>	<b>356</b>	<b>132</b>	<b>391</b>	<b>143</b>	<b>295</b>	<b>124</b>	<b>375</b>	<b>95</b>	<b>402</b>	<b>108</b>

3. **Boards Authorized, Awards, etc., in Force.**—(i) *Totals for Australia.* The following table gives particulars at the dates specified for all States of Boards authorized,

and including operations under the Commonwealth and State Arbitration Acts, of the number of awards, determinations and industrial agreements in force :—

**BOARDS AUTHORIZED, AWARDS, ETC. : AUSTRALIA.**

Dates.	Boards Authorized.	Boards which have made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913 ..	505	(b) 386	(c) 575	401
" " 1920 ..	475	440	1,041	972
" " 1930 ..	642	580	1,285	601
" " 1936 ..	660	583	1,443	611
" " 1937 ..	660	583	1,568	655
" " 1938 ..	678	610	1,637	696
" " 1939 ..	680	624	1,686	673
" " 1940 ..	678	625	1,706	705

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

Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions took place during the period under review. At the end of 1940, the number of awards or determinations and industrial agreements\* in force had increased by 1,131 and 304 respectively over the number in force at 31st December, 1913.

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

**BOARDS AUTHORIZED, AWARDS, ETC. : 1913 AND 1940.**

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
		Court.	Pub. Ser. Arb.							
<b>Industrial and Wages—</b>										
Boards authorized ..	{ 1913 .. 1940 ..	.. ..	.. ..	216 (a) 323	135 190	75 ..	56 76	.. 29	23 60	505 678
Boards which have made Determinations ..	{ 1913 .. 1940 ..	.. ..	.. ..	123 (b) 280	123 189	74 ..	47 67	.. 29	19 60	386 625
<b>Awards and Determinations—</b>										
In force ..	{ 1913 .. 1940 ..	17 209	.. 53	265 582	127 215	73 275	54 134	18 178	21 60	575 1,706
<b>Industrial Agreements—</b>										
In force ..	{ 1913 .. 1940 ..	228 128	.. ..	75 161	.. ..	5 164	11 56	82 196	.. ..	401 705
<b>Commonwealth Court Awards—</b>										
In force in each State ..	{ 1913 .. 1940 ..	.. ..	.. ..	13 129	17 158	15 66	16 118	9 47	13 88	.. ..
<b>Commonwealth Agreements—</b>										
In force in each State ..	{ 1913 .. 1940 ..	.. ..	.. ..	132 25	129 46	68 21	62 15	57 14	61 37	.. ..
<b>Commonwealth Public Service Arbitrator—</b>										
Determinations in force in each State ..	1940 ..	.. ..	.. ..	47	43	37	40	37	36	..

(a) Under Industrial Arbitration Act (1926), Conciliation Committees have been appointed, and, at the end of 1940, 330 Committees were in operation. (b) Includes thirteen Demarcation Boards.

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

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

## § 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, 1936 to 1940*.—(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, 1936 ..	85	6	83	1	88	7	79	6	90	7	83	3	85	0
" " 1937 ..	92	1	88	1	92	8	85	10	93	1	87	0	90	4
" " 1938 ..	95	0	91	2	95	10	87	1	99	1	88	5	93	5
" " 1939 ..	96	7	93	6	97	5	88	11	100	6	89	5	95	3
31st March, 1940 ..	96	11	94	0	97	5	89	0	101	0	90	11	95	6
30th June, 1940 ..	97	9	94	9	97	5	89	4	101	1	91	0	96	1
30th September, 1940 ..	99	5	96	7	97	6	90	3	103	9	91	9	97	7
31st December, 1940 ..	99	7	97	0	97	9	92	11	104	0	92	7	98	1

#### INDEX-NUMBERS.

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

	1,668	1,621	1,729	1,552	1,768	1,625	1,659
31st December, 1936 ..	1,668	1,621	1,729	1,552	1,768	1,625	1,659
" " 1937 ..	1,797	1,719	1,808	1,674	1,816	1,697	1,763
" " 1938 ..	1,854	1,780	1,870	1,700	1,933	1,725	1,823
" " 1939 ..	1,885	1,825	1,900	1,735	1,962	1,745	1,858
31st March, 1940 ..	1,890	1,835	1,901	1,737	1,971	1,773	1,864
30th June, 1940 ..	1,907	1,849	1,901	1,744	1,972	1,776	1,875
30th September, 1940 ..	1,939	1,884	1,903	1,761	2,025	1,791	1,903
31st December, 1940 ..	1,943	1,892	1,908	1,812	2,029	1,807	1,913

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, 1940, was 17s. 7d. per week more than in 1933 and 1.4 per cent. above the average at 31st December, 1930. At the close of 1940, rates were highest in Western Australia, followed in the order named by New South Wales, Queensland, Victoria, South Australia and Tasmania. The highest weighted average rate for Australia was recorded at 30th September, 1929, namely, 101s. 5d. per week.

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

WAGE RATES OF ADULT MALES.

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

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

Industrial Group.	Weighted Average Nominal Weekly Rate of Wage and Index-number at—							
	31st Dec., 1936.	31st Dec., 1937.	31st Dec., 1938.	31st Dec., 1939.	31st Mar., 1940.	30th June, 1940.	30th Sept., 1940.	31st Dec., 1940.
I. Wood, Furniture, etc.	Wage .. 88/3 Index-No. 1,722	95/1 1,855	98/2 1,916	100/1 1,953	100/3 1,956	100/11 1,970	102/10 2,004	102/11 2,008
II. Engineering, etc.	Wage .. 86/10 Index-No. 1,694	94/11 1,852	97/8 1,906	99/3 1,936	99/6 1,942	100/3 1,957	102/2 1,993	102/5 1,998
III. Food, Drink, etc.	Wage .. 87/3 Index-No. 1,702	92/6 1,805	95/2 1,857	96/9 1,888	96/11 1,891	97/5 1,901	99/1 1,933	99/3 1,937
IV. Clothing, Boots, etc.	Wage .. 81/4 Index-No. 1,587	89/0 1,737	91/9 1,790	93/2 1,817	93/4 1,822	94/2 1,838	94/11 1,851	96/4 1,880
V. Books, Printing, etc.	Wage .. 104/4 Index-No. 2,035	108/7 2,119	112/0 2,185	114/3 2,229	114/5 2,233	115/0 2,244	116/0 2,263	116/0 2,264
VI. Other Manufacturing	Wage .. 85/2 Index-No. 1,661	91/3 1,780	94/4 1,840	95/8 1,867	96/0 1,874	96/9 1,888	98/7 1,923	99/0 1,931
VII. Building	Wage .. 95/7 Index-No. 1,866	101/7 1,982	104/6 2,039	106/5 2,076	107/1 2,090	107/9 2,103	109/7 2,138	109/11 2,145
VIII. Mining, etc.	Wage .. 101/0 Index-No. 1,971	104/11 2,046	108/2 2,111	109/10 2,142	109/6 2,136	109/10 2,143	110/6 2,155	111/10 2,182
IX. Railways, etc.	Wage .. 86/0 Index-No. 1,677	92/4 1,802	95/5 1,862	96/7 1,884	97/0 1,893	97/5 1,901	99/4 1,938	100/3 1,957
X. Other Land Transport	Wage .. 81/8 Index-No. 1,593	88/3 1,722	91/7 1,787	92/10 1,812	93/2 1,818	94/4 1,840	96/0 1,873	96/3 1,878
XI. Shipping, etc. (a)	Wage .. 86/8 Index-No. 1,690	95/6 1,863	97/6 1,902	98/6 1,922	99/8 1,944	99/8 1,945	101/6 1,980	102/6 2,001
XII. Agricultural, etc. (b)	Wage .. 75/9 Index-No. 1,478	78/9 1,537	82/3 1,604	84/0 1,639	84/5 1,648	84/7 1,650	85/5 1,666	85/8 1,671
XIII. Domestic, etc. (b)	Wage .. 79/1 Index-No. 1,543	85/3 1,663	88/3 1,722	89/11 1,755	90/2 1,760	90/10 1,772	92/3 1,799	93/0 1,815
XIV. Miscellaneous	Wage .. 82/2 Index-No. 1,603	87/6 1,707	90/5 1,764	92/10 1,811	93/0 1,814	93/11 1,833	95/9 1,868	96/3 1,878
All Industrial Groups	Wage .. 85/0 Index-No. 1,659	90/4 1,763	93/5 1,823	95/3 1,858	95/6 1,864	96/1 1,875	97/7 1,903	98/1 1,913

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

The foregoing table shows that the highest average weekly wage at 31st December, 1940, was recorded in Group V. (Books, Printing, etc.), 116s. od. per week, followed by Groups VIII. (Mining, etc.), 111s. 10d., VII. (Building), 109s. 11d., I. (Wood, Furniture, etc.), 102s. 11d., XI. (Shipping, etc.), 102s. 6d., II. (Engineering, etc.), 102s. 5d., IX. (Railways, etc.), 100s. 3d. and III. (Food, Drink, etc.), 99s. 3d. The lowest average rate was recorded in Group XII. (Agricultural, etc.), 85s. 8d. During the year rates of wage



increased in all groups, the greatest increases occurring in the following :—Shipping, 4s. od. per week; Railways, etc., 3s. 8d.; Building, 3s. 6d.; Other Land Transport and Miscellaneous, 3s. 5d.; Other Manufacturing, 3s. 4d.; Engineering, etc. and Clothing, etc., 3s. 2d.; Domestic, etc., 3s. 1d.; Wood, Furniture, etc., 2s. 10d.; Food, Drink, etc., 2s. 6d.; Mining, 2s. od.; Books, Printing, etc., 1s. 9d., and Agricultural, etc., 1s. 8d. The increase during the year in the weighted average rate for all groups was 2s. 10d. per week. Compared with the average rates at 31st December, 1929 (10s. 2d.), the highest point recorded for that date in any year, wages at the end of 1940 showed a decrease of 3s. 1d. per week.

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

#### WAGE RATES OF ADULT FEMALES.

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

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

#### RATES OF WAGE.

	<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, 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5
" " 1937 ..	50 2	49 2	51 4	46 10	51 0	48 6	49 8
" " 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 3
" " 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
31st March, 1940 ..	53 3	51 11	55 2	49 7	55 8	51 10	52 9
30th June, 1940 ..	53 9	52 5	55 5	49 11	55 8	52 1	53 2
30th September, 1940 ..	54 5	52 11	55 6	50 1	57 6	52 5	53 9
31st December, 1940 ..	54 9	53 5	56 0	52 1	57 6	53 1	54 3

#### INDEX-NUMBERS.

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

31st December, 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
" " 1937 ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
" " 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
" " 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
31st March, 1940 ..	1,960	1,909	2,031	1,826	2,049	1,909	1,940
30th June, 1940 ..	1,978	1,929	2,039	1,838	2,049	1,917	1,957
30th September, 1940 ..	2,004	1,948	2,043	1,843	2,116	1,930	1,977
31st December, 1940 ..	2,016	1,966	2,060	1,916	2,116	1,954	1,996

Female rates followed the same downward course as male rates from 1931 to 1933. The weekly average nominal wage for Australia fell from 53s. 7d. at 31st December, 1930, to 43s. 5d. at the same date in 1933, a decline of 10s. 2d., or 19 per cent. As with the rates for males increases were recorded in all States during the next six years, and the weighted average rate for Australia at 31st December, 1940, had advanced by 10s. 10d. 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, 1940, namely, 54s. 3d. per week.

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

WAGE RATES OF ADULT FEMALES.

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

Date.	Industrial Group.						All Groups.
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(a)	XIV. Miscel- laneous.		
RATES OF WAGE.							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
31st December, 1936..	43 1	44 9	45 8	47 1	50 9	46 5	
" " 1937..	45 7	48 1	49 4	51 1	53 0	49 8	
" " 1938..	47 1	49 9	50 6	52 11	54 6	51 3	
" " 1939..	48 9	50 9	51 11	54 5	56 8	52 8	
31st March, 1940 ..	48 9	50 10	52 0	54 6	56 8	52 9	
30th June, 1940 ..	49 1	51 4	52 5	54 8	57 1	53 2	
30th September, 1940	49 11	51 8	53 6	55 6	57 7	53 9	
31st December, 1940..	50 0	52 6	53 8	55 10	57 11	54 3	

INDEX-NUMBERS.

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

31st December, 1936..	1,585	1,646	1,680	1,734	1,867	1,708
" " 1937..	1,677	1,770	1,815	1,880	1,952	1,828
" " 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
31st March, 1940 ..	1,795	1,871	1,914	2,004	2,085	1,940
30th June, 1940 ..	1,808	1,890	1,930	2,013	2,101	1,957
30th September, 1940	1,838	1,902	1,970	2,044	2,120	1,977
31st December, 1940..	1,841	1,932	1,975	2,056	2,132	1,996

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

During 1940 the rate of wage for female employees in each industrial group showed an increase, the greatest increases occurring in Groups I., II., V., VI., (All Other Manufacturing), 1s. 9d. per week, and IV. (Clothing, etc.), 1s. 8d. per week. The weighted average for all groups increased by 1s. 7d. per week.

3. Relative Hours of Labour and Hourly Rates of Wage, 1936 to 1940.—(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 1936 to 1940 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.									
1936	..	Weekly Wage (a) ..	85/6	83/1	88/7	79/6	90/7	83/3	85/0
		Working Hours (b) ..	44.08	46.41	43.69	46.55	45.30	46.33	45.09
		Hourly Wage (b) ..	2/0½	1/10	2/1	1/9	2/0½	1/9½	1/11½
1937	..	Weekly Wage (a) ..	92/1	88/1	92/8	85/10	93/1	87/0	90/4
		Working Hours (b) ..	44.07	46.22	43.68	46.57	45.25	46.24	45.03
		Hourly Wage (b) ..	2/2½	1/11½	2/2½	1/10½	2/1½	1/11	2/0½
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

### FEMALE WORKERS.

1936	..	Weekly Wage ..	45/7	46/10	48/4	43/4	50/11	45/1	46/5
		Working Hours ..	43.93	44.94	44.03	46.03	45.57	45.24	44.60
		Hourly Wage ..	1/0½	1/0½	1/1½	0/11½	1/1½	1/0	1/0½
1937	..	Weekly Wage ..	50/2	49/2	51/4	46/10	51/0	48/6	49/8
		Working Hours ..	43.92	44.76	44.03	46.02	45.57	45.24	44.52
		Hourly Wage ..	1/1½	1/1½	1/2	1/0½	1/1½	1/0½	1/1½
1938	..	Weekly Wage ..	51/10	50/7	53/6	47/9	54/4	49/8	51/3
		Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
		Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½
1939	..	Weekly Wage ..	53/3	51/9	55/2	49/7	55/8	50/8	52/8
		Working Hours ..	43.88	44.42	44.01	45.96	45.38	45.10	44.36
		Hourly Wage ..	1/2½	1/2	1/3	1/1	1/2½	1/1½	1/2½
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

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

(iii) *Index-Numbers.* The downward tendency in hours of labour for Australia commenced in the December quarter of 1924, when the weighted averages were 46.66 for males and 46.02 for females, and, excepting for slight increases in 1929 and 1930, the reduction has continued. During 1940, 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, 1940, were 44.04 for males and 44.15 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.
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**MALE WORKERS.**

1936..	{ Weekly Wage ..	1,552	1,508	1,609	1,444	1,645	1,512	1,544
	{ Hourly Wage (a) ..	1,731	1,567	1,787	1,500	1,776	1,552	1,670
1937..	{ Weekly Wage ..	1,672	1,599	1,682	1,558	1,690	1,580	1,641
	{ Hourly Wage (a) ..	1,878	1,676	1,875	1,602	1,804	1,643	1,779
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

**FEMALE WORKERS.**

1936..	{ Weekly Wage ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
	{ Hourly Wage ..	1,875	1,883	1,985	1,700	2,018	1,803	1,881
1937..	{ Weekly Wage ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
	{ Hourly Wage ..	2,066	1,985	2,107	1,839	1,990	1,938	2,017
1938..	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,164	1,991	2,084
1939..	{ Weekly Wage ..	1,960	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

(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 (exclusive of overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1936 to 1940.

## 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.
1936..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	44.08 901	46.41 948	43.69 893	46.55 951	45.30 926	46.33 947	45.09 922
1937..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	44.07 901	46.22 945	43.68 893	46.57 952	45.25 925	46.24 945	45.03 920
1938..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	44.01 899	45.75 935	43.67 893	46.31 946	44.34 906	46.00 940	44.82 916
1939..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.92 898	44.61 912	43.46 888	45.83 937	44.33 906	45.33 926	44.29 905
1940..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.70 893	44.28 905	43.46 888	45.23 924	44.09 901	44.92 918	44.04 900

(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 1940—States.* The following table shows for the period 1901 to 1940 the weighted average nominal weekly rates of wage for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages

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

**NOMINAL WAGE INDEX-NUMBERS : ADULT MALES.**

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

State.	1901.	1911.	1914.	1921.	1929.	1934.	1935.	1936.	1937.	1938.	1939.	1940.
New South Wales	858	1,003	1,093	1,862	2,012	1,617	1,631	1,654	1,723	1,829	1,874	1,920
Victoria ..	796	985	1,062	1,803	1,964	1,523	1,550	1,583	1,665	1,755	1,808	1,865
Queensland ..	901	997	1,035	1,879	1,976	1,727	1,731	1,728	1,774	1,854	1,885	1,903
South Australia ..	819	1,013	1,061	1,697	1,891	1,458	1,493	1,533	1,608	1,688	1,725	1,764
Western Australia	1,052	1,152	1,223	1,832	1,960	1,619	1,689	1,730	1,790	1,876	1,956	1,999
Tasmania ..	719	799	1,027	1,745	1,840	1,540	1,571	1,610	1,656	1,718	1,738	1,787
Australia ..	848	1,000	1,081	1,826	1,972	1,590	1,612	1,638	1,707	1,799	1,846	1,889

(iii) *Effective or Real Wage Index-numbers in each State, 1901–1940.* 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	1,107
Victoria ..	..	915	1,037	961	1,038	1,084	1,162	1,126	1,139	1,114	1,092	1,075
Queensland ..	..	1,172	1,090	1,038	1,244	1,220	1,345	1,376	1,417	1,377	1,323	1,261
South Australia ..	..	948	957	929	1,027	1,067	1,178	1,133	1,152	1,144	1,149	1,143
Western Australia	..	1,024	1,023	1,070	1,139	1,143	1,232	1,212	1,246	1,221	1,260	1,251
Tasmania ..	..	827	838	942	977	1,064	1,104	1,067	1,094	1,086	1,099	1,094
Australia ..	..	964	1,000	948	1,076	1,082	1,185	1,168	1,178	1,148	1,135	1,121

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

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

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

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

State.	1911.	1914.	1921.	1929.	1932.	1933.	1934.	1935.	1936.	1937.	1938.	1939.	1940.
New South Wales	..	..	925	1,073	1,130	1,206	1,186	1,157	1,153	1,150	1,168	1,207	1,207
Victoria ..	..	..	954	1,084	1,164	1,150	1,147	1,146	1,134	1,131	1,155	1,180	1,180
Queensland ..	..	..	1,022	1,227	1,290	1,366	1,382	1,366	1,338	1,296	1,277	1,311	1,306
South Australia ..	..	..	914	1,034	1,099	1,079	1,086	1,091	1,097	1,101	1,128	1,146	1,147
Western Australia	..	..	1,043	1,096	1,152	1,158	1,177	1,177	1,221	1,219	1,242	1,281	1,308
Tasmania ..	..	..	902	984	1,108	1,094	1,110	1,109	1,115	1,128	1,141	1,167	1,153
Australia ..	..	1,000	948	1,087	1,151	1,190	1,187	1,173	1,169	1,162	1,178	1,209	1,211

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

(iv) *Effective or Real Wage Index-numbers in Australia, 1901-1940.* In the following table similar index-numbers are given for Australia as a whole. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the Six Capital Cities and multiplying by 1,000.

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

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

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., Relative Purchasing Power over Regimen of—	
		“A” Series (Food, Groceries and Rent of All Houses).	“C” Series (All Items).	“A” Series.	“C” Series.
1901 .. .. .	848	880	..	964	..
1910 .. .. .	955	970	..	985	..
1911 .. .. .	1,000	1,000	(1,000)	1,000	(1,000)
1912 .. .. .	1,051	1,101	..	955	..
1913 .. .. .	1,076	1,104	..	975	..
1914 .. .. .	1,081	1,140	1,140	948	948
1915 .. .. .	1,092	1,278	1,297	854	842
1916 .. .. .	1,144	1,324	1,319	864	867
1917 .. .. .	1,226	1,318	1,406	930	872
1918 .. .. .	1,270	1,362	1,501	932	846
1919 .. .. .	1,370	1,510	1,695	907	808
1920 .. .. .	1,627	1,785	1,935	911	841
1921 .. .. .	1,826	1,697	1,680	1,076	1,087
1922 .. .. .	1,801	1,600	1,619	1,126	1,112
1923 .. .. .	1,805	1,700	1,664	1,062	1,085
1924 .. .. .	1,840	1,681	1,637	1,095	1,124
1925 .. .. .	1,861	1,722	1,654	1,081	1,125
1926 .. .. .	1,914	1,786	1,677	1,072	1,141
1927 .. .. .	1,946	1,766	1,662	1,102	1,171
1928 .. .. .	1,963	1,760	1,675	1,115	1,172
1929 .. .. .	1,972	1,822	1,713	1,082	1,151
1930 .. .. .	1,939	1,683	1,618	1,152	1,198
1931 .. .. .	1,752	1,479	1,448	1,185	1,210
1932 .. .. .	1,639	1,403	1,377	1,168	1,190
1933 .. .. .	1,584	1,345	1,335	1,178	1,187
1934 .. .. .	1,590	1,385	1,355	1,148	1,173
1935 .. .. .	1,612	1,420	1,380	1,135	1,169
1936 .. .. .	1,638	1,461	1,409	1,121	1,162
1937 .. .. .	1,707	1,507	1,448	1,133	1,178
1938 .. .. .	1,799	(a)	1,488	(a)	1,209
1939 .. .. .	1,846	(a)	1,526	(a)	1,211
1940 .. .. .	1,889	(a)	1,588	(a)	1,190

(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 723 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit".



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

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

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

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

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

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

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

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 7	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 729 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, 1942, are as follows :—

	s.	d.		s.	d.
New South Wales—			South Australia		
Sydney .. ..	91	0	Adelaide .. ..	86	0
Newcastle (a) ..	91	0	Five Towns .. ..	85	0
Broken Hill .. ..	92	0			
Five Towns .. ..	91	0	Western Australia—		
Victoria—			Perth .. ..	86	0
Melbourne .. ..	89	0(b)	Kalgoorlie .. ..	99	0
Geelong .. ..			Geraldton .. ..	91	0
Warrnambool .. ..			Five Towns .. ..	87	0
Mildura .. ..					
Yallourn .. ..	95	6(b)	Tasmania—		
Five Towns .. ..	89	0	Hobart .. ..	87	0
			Launceston .. ..	84	0
Queensland—			Queenstown .. ..	85	0
Brisbane .. ..	86	0	Five Towns .. ..	86	0
Five Towns .. ..	86	0	Thirty Towns .. ..	88	0
			Six Capital Cities .. ..	88	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 par. vi of this section.

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

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

(a) Dates of declarations from 1923 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 721, 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 August, 1942, are £4 15s. for males and £2 11s. 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 94s. per week (operative from 1st August, 1942), and for Hobart 91s. per week (operative from 1st August, 1942). Female rates are roughly 54 per cent. of those rates.

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

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

Date of Operation.	Adult Basic Wage.	
	Male.	Female.
	£ s. d.	£ s. d.
1st March, 1921 .. .. .	4 5 0	2 3 0
1st March, 1922 .. .. .	4 0 0	2 1 0
25th 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
3rd August, 1942 (b) .. .. .	4 12 0	2 10 0

(a) Fixed by Basic Wage Act.

(b) Quarterly adjustments provided by judgment of 21st April, 1942.

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

(iv) *South Australia.* The Industrial Code 1920–1937 provides that the Board of Industry shall after public inquiry declare the living wages to be paid to adult male and female employees. Prior to the passing of this Act the living wage was declared by the Industrial Court, the first award, 7d. 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

(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(c) ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11

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

(b) Applicable from 24th April, 1939.

(c) Applicable from 28th April, 1941 (*see over*).



The latest rates payable (applicable from 28th July, 1941), in accordance with the quarterly adjustments declared by the Court are—Metropolitan area, males, 90s. 5d., females, 48s. 10d.; South-West Land Division (excluding Metropolitan area), males, 90s. 10d., females, 49s. 1d.; other parts of State, males, 105s. 7d., females, 57s.

(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 15 0	(a) 2 11 6	1.8.42	(b)
Victoria (c) ..	4 14 0	2 11 0	"	(c)
Queensland ..	(d) 4 12 0	2 10 0	3.8.42	Man, wife and three children
South Australia ..	4 7 0	2 3 6	27.11.41	" "
Western Australia ..	(e) 4 10 5	(e) 2 8 10	28.7.41	Man, wife and two children
Tasmania (c) ..	4 11 0	2 9 0	1.8.42	(c)

(a) Sydney, Newcastle, Port Kembla—Wollongong; Broken Hill—males £4 18s; females £2 13s. Elsewhere, males £4 12s., females, £2 9s. 6d. (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 Goldfields areas and portions of State exclusive of the South-West Land Division—males, £5 5s. 7d.; females £2 17s.; South-West Land Division (excluding Metropolitan Area)—males £4 10s. 10d.; females, £2 9s. 1d.

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

The attempt referred to was made by a Royal Commission, and 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.

### § 4. Child Endowment in Australia.

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

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

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 inclusive of the allowance. Details regarding the introduction and method of calculating the payments under this scheme have been published in previous issues of the Official Year Book and will be found also in the *Labour Reports* issued by this Bureau. The scheme was abolished at the instance of the officers upon the introduction of the National Scheme by the Commonwealth Government in July, 1941, particulars of which appear below. The deduction of £12 per annum from salaries was consequently discontinued from 10th July, 1941.

4. **National Scheme.**—The Commonwealth Government, in June, 1927, called a conference in Melbourne of the Premiers of the several States to consider the question from a national standpoint. The Prime Minister submitted various estimates of 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.

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

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

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

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 scheme at the outset is estimated to cost £13,000,000 per annum and apply to approximately 1,000,000 children. The number of "first" children excluded is estimated to be approximately 830,000 or 45 per cent. of the total children under sixteen years of age. The Census of 1933 disclosed that the average number of dependent children under sixteen years of age per married male was 1.36.

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.

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\* 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).

## D.—EMPLOYMENT.

## § 1. Employment.

1. *Direct Measures of Employment.*—The following estimates of the numbers of male and female wage and salary earners in employment are based on data from the Censuses of 1911, 1921 and 1933, the National Register, 1939, and Pay-roll Tax returns which commenced in July, 1941. The figures relate to wage earners who were recorded at the Censuses as employed, and may be defined as "numbers normally occupied as wage earners" as distinct from the equivalent of full time employment. Many wage earners are normally occupied as casual, part-time, intermittent and seasonal workers. Wage earners unemployed in the sense that they are not working and have no work to go to are excluded.

The figures exclude men engaged on Government relief works. The estimates for July, 1939, and July, 1941, are on comparable bases, but exclude employees absent on defence service whether at home or abroad.

## ESTIMATED TOTAL EMPLOYMENT.

*Wage and Salary Earners in Employment, excluding Relief Workers.*

(Thousands.)

Year and Month.	New South Wales.	Victoria.	Q'land.	South Australia.	Western Australia.	Tasmania.	Australia. (a)
MALES.							
1911—April ..	399.0	287.3	150.7	95.7	81.2	40.6	1,056.4
1921—April ..	462.1	318.9	152.7	106.0	77.6	42.7	1,162.0
1933—June ..	444.7	332.0	180.8	99.0	87.6	38.1	1,186.1
1939—July(b) ..	601.9	404.6	219.1	128.1	100.7	47.2	1,507.8
1941—July(b) ..	632.3	447.8	212.7	142.7	99.2	48.4	1,591.9
FEMALES.							
1911—April ..	102.3	105.1	35.4	26.0	15.3	10.7	295.0
1921—April ..	131.2	118.8	44.5	31.5	19.3	11.5	357.0
1933—June ..	158.5	145.1	54.2	37.2	25.7	13.1	434.7
1939—July(b) ..	220.9	175.2	71.2	47.5	33.2	16.3	565.7
1941—July(b) ..	270.2	204.7	74.3	54.3	34.4	18.4	658.1
TOTAL.							
1911—April ..	501.3	392.4	186.1	121.7	96.5	51.3	1,351.4
1921—April ..	593.3	437.7	197.2	137.5	96.9	54.2	1,519.0
1933—June ..	603.2	477.1	235.0	136.2	113.3	51.2	1,620.8
1939—July(b) ..	822.8	579.8	290.3	175.6	133.9	63.5	2,073.5
1941—July(b) ..	902.5	652.5	287.0	197.0	133.6	66.8	2,250.0

(a) Including Australian Capital Territory and Northern Territory.

(b) Subject to revision.

2. *Monthly Indexes of Employment.*—(i) *General.* The Commonwealth and the State Statisticians have been making for some years past direct monthly collections of employment in factories and retail stores. In the case of factories, these figures give fairly reliable indexes of the course of employment fully a year before the results of the annual collections become available. In the case of retail stores, the figures yield an index of employment where none existed before. From July, 1941, these indexes have been replaced by estimates of employment based on data derived from the collection of Pay-roll Tax. The latest figures for all States are to be found in the current issue of the *Monthly Review of Business Statistics*.

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

Up to June, 1941, 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* No. 34, Part I., issued by this Bureau. Estimated employment in later months, subject to subsequent revision, may be obtained from the *Monthly Review of Business Statistics*.

The index of total factory employment, divided by the index of total population fluctuated between 104 and 100 from 1926-27 to 1928-29 (the base year). It fell 72 in 1931-32, the lowest year of the depression, and then rose steadily each year thereafter to 131.4 in 1940-41. The relative employment in factories was considerably higher in 1940-41 than it was in pre-depression years.

There have been changes in the distribution of factory employment. Thus female factory employment began to increase in 1931-32, a year sooner than male employment, and between 1928-29 and 1936-37 it had increased by 4 per cent. more than male employment, after allowing for the growth of total population. The figures for 1937-38 show that this difference was reduced to 2 per cent. during that period and this margin was maintained in 1938-39. By 1939-40, however, the female rate of increase was relatively greater than the male, and compared with 1928-29, the female increase was again 4 per cent. higher than that shown by the males.

(iii) *Index of Employment in Retail Stores.* This index is published in the *Monthly Review of Business Statistics*. From July, 1933, to June, 1941, it was based on a sample of retail stores. As there is no annual census of employment in retail stores, there was no means of knowing how accurately the movement of employment in these stores represents that in the whole field. Consequently this index was much less reliable than the index of employment in factories. The Australian index was an average of the State indexes weighted by the number of persons returned as engaged in "Commerce" at the Census of June, 1933. This Census industry class "Commerce" comprises both wholesale and retail dealing, and it is not possible to obtain separate figures for the latter. The numbers returned at the census as in the employee group in this class were, for Australia: males, 212,000; females, 87,000; total, 299,000. The respective percentages returned as totally unemployed in this group were: males, 18.1 per cent.; females, 10.6 per cent.; total, 15.9 per cent. In addition there was considerable part-time work.

From July, 1941, the index of employment in retail stores has been replaced by a new series based on the actual employees engaged by proprietors of retail stores who pay Pay-roll tax. The base of the new series is July, 1941, which equals 100 in each State, and the Australian average is based on the total number of employees of such Pay-roll taxpayers in all States.

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

Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage earners this index of employment and unemployment has been discontinued since April, 1940. A table showing the approximate number of persons employed in the middle of June in the years 1934 to 1941, with the figures at the Census of June, 1933, is published in the *Labour Report* issued by this Bureau.

The Queensland Index published by the Queensland Bureau of Industry is compiled from census results, unemployed insurance contributions, workers' compensation records, and shop and factory returns. Enlisted men have been excluded from the

estimates of employment and adjustments have been made to allow for the effect on employment of home-defence training. The figures shown for the three-monthly periods have been corrected for seasonal variation. Particulars up to the end of 1940-41 are published in the *Labour Report* of this Bureau, and information for later months may be found in the Queensland Bureau of Industry's monthly *Economic News*.

The Tasmanian estimate of employment is published by this Bureau and is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment. Estimates to the end of 1940-41 are published in the *Labour Report* of this Bureau.

3. **Seasonal Employment in Australia.**—An investigation concerning the extent of seasonal employment in Australia was made during 1928. The State Statisticians were requested to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations. From the reports received from these officials, supplemented by information from other sources, particulars were compiled and published in *Official Year Book*, No. 22, and in *Labour Report*, No. 10.

## § 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 recorded at the Censuses, 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. From 1½ to 2 per cent. of the total wage and salary earners are usually 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.	%	%	%
Census—						
1911—April ..	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

(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.

In 1939, the National Register recorded men aged 18 to 64 years who were unemployed, but these require certain adjustments on account of men who failed to make National Register returns. This information has been used, in conjunction with other data available from various sources, to make an estimate of the total number of males and females unemployed in July, 1939. An approximate estimate of total unemployed as at July, 1941, has been made, based largely on the trend since 1939 of the number of registered unemployed at the State Labour Exchanges.

The unemployed have been estimated to be approximately 12½ per cent. in July, 1939, and 4½ per cent. in July, 1941, calculated on all available wage and salary earners excluding those absent in the defence forces, but including additional persons who have become wage and salary earners as a result of war conditions.

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

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

(ii) *Summary for Australia, 1936 to 1940.* The following table gives a summary for Australia for the last five years and quarterly for the years 1937 to 1940. Particulars of unemployment percentages in 1941 will be found in the Appendix :—

#### UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1936 Year .. ..	392	441,311	53,992	12.2
1937 " .. ..	387	449,588	41,823	9.3
1938 " .. ..	390	466,325	40,138	8.7
1939 " .. ..	396	476,918	45,967	9.7
1940 " .. ..	394	491,352	39,116	8.0
1937 March Quarter .. ..	388	443,446	44,004	9.9
June " .. ..	387	447,714	43,584	9.7
September " .. ..	387	451,584	42,145	9.3
December " .. ..	387	455,608	37,558	8.2
1938 March " .. ..	386	462,258	36,751	8.0
June " .. ..	386	463,748	39,464	8.6
September " .. ..	394	468,174	42,672	9.2
December " .. ..	395	471,121	41,667	8.9
1939 March " .. ..	395	474,277	45,545	9.6
June " .. ..	398	477,149	45,183	9.5
September " .. ..	397	478,000	48,888	10.2
December " .. ..	392	478,245	44,253	9.3
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

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, 1940.**

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,854	958	5.1
II. Engineering, Metal Works, etc. ..	64	97,134	6,467	6.7
III. Food, Drink, Tobacco, etc. ..	56	42,748	6,910	16.2
IV. Clothing, Hats, Boots, etc. ..	22	45,238	3,232	7.2
V. Books, Printing, etc. ..	12	22,168	919	4.1
VI. Other Manufacturing ..	63	54,629	3,847	7.0
VII. Building .. ..	46	51,345	4,135	8.0
VIII. Mining, Quarrying, etc. ..	19	23,465	2,115	9.3
X. Land Transport other than Rail- way and Tramway Services ..	14	19,622	1,454	7.4
IX., XI., XII., XIII., and XIV. Other and Miscellaneous ..	82	116,149	9,079	7.8
All Groups .. ..	394	491,352	39,116	8.0

(iv) *States, 1940.* 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, 1940.**

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales .. ..	115	206,004	22,425	11.0
Victoria .. ..	77	131,105	7,573	5.8
Queensland .. ..	45	67,896	3,737	5.5
South Australia .. ..	55	41,353	2,898	7.0
Western Australia .. ..	67	32,954	1,851	5.6
Tasmania .. ..	35	12,040	632	5.2
Australia .. ..	394	491,352	39,116	8.0



(v) *States, 1936 to 1940.* The following table gives the percentages in each State from 1936 to 1940 :—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : PERCENTAGES.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1936 Year ..	15.4	10.7	7.8	10.8	8.1	9.8	12.2
1937 " ..	10.9	9.0	7.3	8.2	5.6	7.0	9.3
1938 " ..	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1939 " ..	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1940 " ..	11.0	5.8	5.5	7.0	5.6	5.2	8.0
1938 March Quarter	9.6	7.3	6.6	6.9	4.8	5.7	8.0
June " ..	9.8	8.5	7.2	7.5	5.3	7.2	8.6
Sept. " ..	10.0	9.7	6.3	10.0	6.1	8.5	9.2
Dec. " ..	10.1	9.0	5.7	8.8	6.5	10.2	8.9
1939 March " ..	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June " ..	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept. " ..	11.6	11.2	5.8	9.4	8.2	8.3	10.2
Dec. " ..	11.1	9.0	5.8	9.1	6.6	7.1	9.3
1940 March " ..	9.7	6.5	5.8	8.3	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	6.5	6.2

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, 1940.*—The following tables give particulars of industrial disputes which either commenced or were current during 1940, classified according to industrial groups.

## INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1940.

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.	16	17	6,297	2,310	8,607	48,131	£ 49,239
III.	Food, drink, etc.	3	21	719	56	775	3,410	2,418
IV.	Clothing, textiles, etc.	4	4	2,112	..	2,112	9,762	4,920
V.	Books, printing, etc.	1	1	411	..	411	411	320
VI.	Other manufacturing	4	12	1,375	434	1,809	8,901	9,615
VII.	Building	1	1	194	..	194	1,746	1,783
VIII.	(a) Coal-mining	277	613	149,804	9,358	159,162	1,158,980	1,356,768
IX.	Railway and tramway services	2	2	64	..	64	2,400	1,898
XI.	Shipping, wharf labour, etc.	3	7	520	80	600	3,000	2,240
XIV.	Miscellaneous	2	2	270	..	270	1,420	1,215
	Total .. ..	313	680	161,766	12,238	174,004	1,238,161	1,430,416
VICTORIA.								
II.	Engineering, metal works, etc.	1	1	50	..	50	200	203
IV.	Clothing, textiles, etc.	3	3	433	282	715	2,041	1,235
VII.	Building	7	32	2,102	103	2,205	30,830	25,561
VIII.	(a) Coal-mining	6	6	5,594	..	5,594	74,694	74,076
X.	Other land transport	1	1	70	..	70	210	229
XIII.	Domestic, hotels, etc.	1	1	30	..	30	60	22
	Total .. ..	19	44	8,279	385	8,664	108,035	101,326
QUEENSLAND.								
VIII.	{(a) Coal-mining	2	6	2,902	..	2,902	127,334	153,790
	{(b) Other mining, quarries, etc.	1	1	49	..	49	1,862	2,350
XI.	Shipping, wharf labour, etc.	1	1	62	14	76	2,432	1,533
	Total .. ..	4	8	3,013	14	3,027	131,628	157,673
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	2	2	781	..	781	4,771	4,137
VI.	Other manufacturing	1	1	680	..	680	4,080	2,980
VII.	Building	1	1	14	21	35	105	82
IX.	Railway and tramway services	1	1	1,270	..	1,270	550	433
	Total .. ..	5	5	2,745	21	2,766	9,506	7,632
WESTERN AUSTRALIA.								
VIII.	{(a) Coal-mining	2	2	155	285	443	3,206	3,796
	{(b) Other mining, quarries, etc.	1	1	580	..	580	181	100
XIV.	Miscellaneous	1	150	2,000	..	2,000	4,000	2,500
	Total .. ..	4	153	2,735	288	3,023	7,387	6,396
TASMANIA.								
IV.	Clothing, textiles, etc.	1	1	34	12	46	92	41
VIII.	(a) Coal-mining	1	4	182	..	182	10,374	10,600
	Total .. ..	2	5	216	12	228	10,466	10,641
NORTHERN TERRITORY.								
VII.	Building	1	1	13	..	13	65	65
XI.	Shipping, wharf labour, etc.	1	2	154	700	854	1,932	1,900
XIV.	Miscellaneous	1	1	18	..	18	72	72
	Total .. ..	3	4	185	700	885	2,069	2,037
AUSTRALIA.								
II.	Engineering, metal works, etc.	19	20	7,128	2,310	9,438	53,102	53,579
III.	Food, drink, etc.	3	21	719	56	775	3,410	2,418
IV.	Clothing, textiles, etc.	8	8	2,579	294	2,873	11,895	6,196
V.	Books, printing, etc.	1	1	411	..	411	411	320
VI.	Other manufacturing	5	13	2,055	434	2,489	12,981	12,595
VII.	Building	10	35	2,323	124	2,447	32,746	27,491
VIII.	{(a) Coal-mining	286	629	158,482	9,358	167,840	1,371,382	1,595,234
	{(b) Other mining, quarries, etc.	3	3	204	288	492	5,068	6,146
IX.	Railway and tramway services	4	4	1,914	..	1,914	3,131	2,431
X.	Other land transport	1	1	70	..	70	210	229
XI.	Shipping, wharf labour, etc.	5	10	736	794	1,530	7,364	5,673
XIII.	Domestic, hotels, etc.	1	1	30	..	30	60	22
XIV.	Miscellaneous	4	153	2,288	..	2,288	5,492	3,787
	Total .. ..	350	899	178,939	13,658	192,597	1,507,252	1,716,121

3. **Industrial Disputes, Australia, 1936 to 1940.**—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 1936 to 1940 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. In the past, five years working days lost through dislocations involving workpeople engaged in coal-mining amounted to 3,123,121, representing 72 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.							
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1939 ..	20	3	362	4	6	21	416
1940 ..	36	10	286	3	10	5	350
1936-40 ..	188	21	1,382	38	29	61	1,719

#### WORKPEOPLE INVOLVED.

1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1937 ..	17,353	30	72,492	3,543	574	2,181	96,173
1938 ..	12,822	4,270	122,379	1,820	1,870	793	143,954
1939 ..	8,818	57	137,792	900	2,017	3,246	152,830
1940 ..	15,986	2,447	167,840	492	3,514	2,318	192,597
1936-40 ..	60,459	7,385	546,103	13,777	8,350	10,067	646,141

#### WORKING DAYS LOST.

1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	214,869	180	307,699	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1939 ..	108,709	563	291,067	3,805	35,016	19,994	459,154
1940 ..	81,799	32,746	1,371,382	5,068	10,705	5,552	1,507,252
1936-40 ..	899,080	70,346	3,123,121	87,415	115,835	62,962	4,358,759

#### ESTIMATED LOSS IN WAGES.

1936 ..	£ 160,259	£ 1,846	£ 249,767	£ 36,408	£ 5,480	£ 15,065	£ 468,825
1937 ..	165,618	211	313,052	20,133	2,572	5,159	506,745
1938 ..	239,222	31,847	973,659	23,103	35,062	927	1,303,820
1939 ..	83,540	424	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
1936-40 ..	723,747	61,819	3,466,745	90,518	73,561	34,837	4,451,227

4. Summary of Disputes (involving Stoppage of Work), 1936 to 1940.—The following table gives particulars of the number of industrial disputes in each State in the years 1936 to 1940 together with the workpeople involved, the working days lost, and the estimated loss in wages :—

## INDUSTRIAL DISPUTES : SUMMARY.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
								£
New South Wales	1936	188	231	50,557	1,728	52,285	432,513	414,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
	1939	386	460	139,301	9,230	148,531	1,410,183	1,419,330
	1940	313	680	161,766	12,238	174,004	1,238,161	1,430,416
Victoria	1936	10	22	1,599	224	1,823	12,251	9,899
	1937	11	11	3,770	44	3,814	70,733	57,182
	1938	19	38	7,678	2,612	10,290	104,336	87,595
	1939	10	10	1,989	180	2,169	27,313	19,946
	1940	19	44	8,279	385	8,664	108,035	101,326
Queensland	1936	12	12	1,052	194	1,246	14,653	12,325
	1937	10	11	792	203	995	15,681	15,699
	1938	5	9	2,657	..	2,657	87,539	87,379
	1939	5	6	373	2	375	1,870	1,753
	1940	4	8	3,013	14	3,027	131,628	157,673
South Australia	1936	1	1	101	..	101	505	400
	1937	6	15	1,257	52	1,309	3,951	2,464
	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
	1940	5	5	2,745	21	2,766	9,506	7,632
Western Australia	1936	19	49	3,408	1,309	4,717	32,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,994	650	3,644	43,768	43,278
	1939	7	7	1,108	145	1,253	14,100	9,578
	1940	4	153	2,735	288	3,023	7,387	6,396
Tasmania	1936	4	4	369	6	375	3,718	3,212
	1937	4	7	374	5	379	17,016	14,964
	1938	2	4	2,200	..	2,200	72,175	72,030
	1939	4	4	53	..	53	166	93
	1940	2	5	216	12	228	10,466	10,641
Northern Territory	1936	1	1	32	8	40	1,200	900
	1937	3	3	160	13	173	696	708
	1938	1	1	500	..	500	500	400
	1939	2	16	234	40	274	3,642	3,600
	1940	3	4	185	700	885	2,069	2,037
Australia	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	483	92,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	505	143,228	9,602	152,830	459,154	455,716
	1940	350	899	178,939	13,658	192,597	1,507,252	1,716,121

Detailed information in regard to the disputes during the years 1936 to 1940 and previous years is given in the *Labour Reports*, issued by this Bureau.

5. Particulars of Principal Disputes in 1940.—(i) *General*. The preceding tables show the number and effect of all disputes for 1940 classified according to Industrial Groups. Increases occurred in several of the principal groups during 1940 in respect of workpeople involved, the number of working days and the estimated loss in wages. Of the total number of disputes no less than 82 per cent. were in connexion with the coal-mining industry, mostly in New South Wales. Wages lost in this industry in New South

Wages were estimated at £1,356,768, or 79 per cent. of the total estimated loss of wages in Australia, namely, £1,716,121. Brief particulars are given in the following paragraphs of the disputes mainly responsible for losses in working days and wages in 1940.

(ii) *Interstate.* Disputes which extend beyond the limits of a single State, while in some cases extensive, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations.

During 1940 one dispute of an interstate character occurred.

This dispute affected the coal-mining industry in New South Wales, Victoria, Queensland and Tasmania, the refusal by the colliery proprietors to negotiate an agreement with the unions being given as the cause.

The demands of the miners were for a uniform forty-hour working week with adjustments of rates so that there would be no reduction in wages in consequence of the shorter week and the removal of the penalty clauses provided in the awards relating to annual leave.

Hopes had been entertained that the parties would accept the offer of the Chief Judge of the Commonwealth Arbitration Court (Sir George Beeby) to preside over a compulsory conference, but neither the owners nor the unions made any move in that direction and work ceased on 11th March.

The first definite move towards a settlement was made by the Queensland Coal Owners' Advisory Committee which decided to meet the representatives of the Queensland Colliery Employees' Union on 31st March to discuss a formula for the resumption of work. However, the conference resulted in a deadlock and the coal-mining companies subsequently applied to the State Industrial Court for the deregistration of the union and cancellation of the award.

Various suggestions for a basis of settlement were made, including one that the Commonwealth Government should take over all collieries for the duration of the war.

The most promising of these moves was the suggestion by the Federal Labour leader, Mr. J. Curtin, that the Australasian Council of Trade Unions should ask the Commonwealth Arbitration Court to call a conference of the parties.

On 15th April a meeting of representatives of the combined mining unions and representatives of the A.C.T.U. was held and it was decided that in the event of the Commonwealth Government or the Commonwealth Arbitration Court convening a compulsory conference, the combined mining unions would attend.

A further conference held in Canberra at the end of April was attended by the Prime Minister (Rt. Hon. R. G. Menzies), Mr. J. Curtin and representatives of the coal-miners and the A.C.T.U.

This conference was adjourned pending the result of a delegation of mining union leaders and representatives of the A.C.T.U. which was to interview Sir George Beeby, Chief Judge of the Commonwealth Arbitration Court.

When this conference achieved no results the leaders of the combined mining unions decided to convene a meeting of their executive in Sydney for 2nd May. A general conference of all unions directly concerned in the dispute was called for the same date. Pending the result of these meetings the Prime Minister agreed to defer the promulgation of regulations to enable the Commonwealth Government to re-open coal-mines with volunteer labour. It was decided by these conferences that an aggregate vote should be taken on the question of returning to work. As the vote, when taken, favoured continuance of the dispute, steps were taken by the Commonwealth Government to implement the regulations.

Negotiations for a settlement were continued, and on 16th May it was announced that a basis for settlement had been reached at a conference attended by the union leaders, the Federal Attorney-General, the Federal Treasurer, the New South Wales Premier and the Minister for Mines.

The terms of settlement were:—(a) A conference to be held on the day of resumption of work, with the Chief Judge of the Commonwealth Arbitration Court presiding; (b) Any grievances still outstanding after the conference to be referred to the Court for immediate settlement; and (c) All "free" labour to be withdrawn from mines, and all members of the combined mining unions to be reinstated in their jobs.

Work was resumed after a stoppage of about ten weeks.

(iii) *New South Wales.* Refusal by the management to recognize a claim by a miner for a "deficient place" was given as the cause of a dispute involving coal-miners at Wongawilli Colliery, Dapto, in January, 1940. Attempts at settlement were unavailing and the dispute was still in progress when the general stoppage of coal-miners commenced in February, 1940.

Dissatisfaction with the practice (which had been in operation for several years) of sending men off for meal break at different times within the award provisions was given as the cause of a stoppage of work at the Australian Iron and Steel Ltd. works at Port Kembla in February, 1940. The employees requested the management to allow all employees to take the meal break at the same time, but this was refused. After a stoppage of about thirteen weeks, the dispute was settled by a decision of the New South Wales Industrial Commission that award conditions prevailing before the dispute be observed.

Colliery employees in the Southern District of New South Wales were idle owing to a dispute, for about eight days in October, 1940. The reason given for the stoppage was dissatisfaction with an award of the Commonwealth Arbitration Court. A compulsory conference was called under the provisions of the Commonwealth Conciliation and Arbitration Act and work was resumed pending the result of this conference.

The dismissal of an employee was reported as the cause of a stoppage of work for six days by munition workers at Lithgow in November, 1940. Approximately 2,450 workers were involved and work was resumed as the result of direct negotiations between the employers and employees' representatives, the dismissed employee being reinstated.

Reductions in wages to several classifications and minor alterations in conditions brought about as a result of appeals by the unions and employers before the full bench of the Industrial Commission was given as the cause of a dispute involving ironworkers at Port Kembla in November, 1940.

Approximately 1,400 workpeople were concerned either directly or indirectly and the dispute, which lasted about two weeks, was settled by the intervention of the New South Wales Arbitration Court, certain minor concessions being agreed to by the employers and accepted by the employees.

Coal-mining employees in the Northern districts of New South Wales were involved in a dispute in December, 1940. The cause of the dispute was the alleged infringement by the employers of a seniority custom.

A compulsory conference under the provisions of the Commonwealth Conciliation and Arbitration Act was called and as a result work was resumed after a stoppage for three days.

(iv) *Victoria.*—The refusal by the employers to grant demands for special allowances and a reversion to a five-day week was given as the cause of a dispute involving builders at Deer Park in October, 1940. The dispute which lasted for about three weeks was settled by negotiations between representatives of the employees and the Minister for Labour.

The refusal of a demand for one shilling a day above award rates was reported as the cause of a dispute in the building industry at Fishermen's Bend in November, 1940. As the result of a tribunal presided over by Judge Drake-Brockman the employees agreed to accept a smaller increase than originally demanded and work was resumed after a stoppage of about two weeks.

(v) *Queensland.* A reduction in the "darg" was given as the cause of a dispute involving persons employed in the coal-mining industry at the State Coal Mine, Collinsville, in October, 1940. After a stoppage of more than two weeks work was resumed on terms set out by the Minister of Mines. These terms were—(a) No interference by the union with the output of the mine; (b) The manager to employ new labour as required; (c) Three turnkeepers to be appointed to attend to distribution of skips; and (e) The docked wages to be refunded.

Work was resumed under protest, the matters in dispute to be submitted to the Board of Reference for final decision.

The refusal of a claim for increased wages, double time for Sunday work and work after midnight was given as the cause of a dispute involving metalliferous miners at Mount Isa in October, 1940. Negotiations between the parties concerned were successful in finding a basis for settlement, tradesmen being granted an increase and the balance of the claims to be submitted to the State Industrial Court. Work was resumed after a stoppage of about six weeks.

6. **Duration of Industrial Disputes, 1940.**—The following table gives particulars of industrial disputes during 1940 according to certain adopted limits of duration :—

**INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1940.**

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
						£
1 day and less .. ..	201	106,783	8,048	114,831	113,866	135,107
2 days and more than 1 day	51	16,102	1,104	17,206	34,167	33,694
3 " " " 2 days	23	11,339	1,785	13,124	36,112	45,961
Over 3 days and less than 1 week (6 days) .. ..	20	3,871	143	4,014	17,662	17,263
1 week and less than 2 weeks	26	14,849	1,769	16,618	115,550	115,966
2 " " " 4 weeks	16	5,458	790	6,248	102,739	100,029
4 " " " 8 weeks	8	3,327	19	3,346	151,934	177,028
8 weeks and over ..	5	17,210	..	17,210	935,222	1,091,073
Total .. ..	350	178,939	13,658	192,597	1,507,252	1,716,121

7. **Causes of Industrial Disputes, 1913 to 1940.**—The following table shows the principal causes of the industrial disputes which occurred in 1913 and from 1935 to 1940 :—

**INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.**

Causes of Dispute.	1913.	1935.	1936.	1937.	1938.	1939.	1940.
	NUMBER.						
1. Wages—							
(a) For increase .. ..	42	9	16	28	10	13	16
(b) Against decrease .. ..	4	5	1	1	2	4	1
(c) Other wage questions ..	31	44	48	77	67	58	54
2. Hours of Labour—							
(a) For reduction .. ..	3	..	1	2	2	12	..
(b) Other disputes re hours ..	7	2	4	4	1	9	20
3. Trade Unionism—							
(a) Against employment of non-unionists .. ..	8	4	4	5	5	1	2
(b) Other union questions ..	5	12	16	24	43	48	34
4. Employment of particular Classes or Persons .. ..	44	53	81	80	106	107	80
5. Working Conditions .. ..	51	40	43	72	73	90	46
6. Sympathetic .. ..	5	1	5	11	4	1	7
7. Other Causes .. ..	8	13	16	38	63	73	90
Total .. ..	208	183	235	342	376	416	350

**WORKPEOPLE INVOLVED.**

1. Wages—							
(a) For increase .. ..	8,633	2,161	2,014	7,678	967	4,384	4,242
(b) Against decrease .. ..	563	339	40	15	914	279	296
(c) Other wage questions ..	7,160	11,804	12,930	21,588	21,399	17,094	17,841
2. Hours of Labour—							
(a) For reduction .. ..	460	..	20	429	4,050	4,150	..
(b) Other disputes re hours ..	1,819	1,601	488	1,474	36	3,383	7,635
3. Trade Unionism—							
(a) Against employment of non-unionists .. ..	5,370	581	1,612	3,542	1,659	21	254
(b) Other union questions ..	1,418	2,532	4,011	5,889	13,241	16,030	10,314
4. Employment of particular Classes or Persons .. ..	11,370	11,497	22,978	20,401	30,020	28,691	28,955
5. Working Conditions .. ..	10,785	11,298	10,985	17,854	40,206	28,092	14,614
6. Sympathetic .. ..	947	22	1,062	3,235	1,260	2,600	4,973
7. Other Causes .. ..	1,758	5,487	4,447	14,068	30,202	48,106	103,473
Total .. ..	50,283	47,322	60,587	96,173	143,954	152,830	192,597

## INDUSTRIAL DISPUTES: CAUSES, AUSTRALIA—continued.

Causes of Dispute.	1913.	1935.	1936.	1937.	1938.	1939.	1940.
WORKING DAYS LOST.							
1. Wages—							
(a) For increase .. ..	100,069	72,567	33,439	144,372	32,390	24,115	25,590
(b) Against decrease ..	9,438	1,621	120	30	7,340	4,472	592
(c) Other wage questions ..	78,183	73,020	32,068	107,904	116,468	67,550	92,471
2. Hours of Labour—							
(a) For reduction .. ..	2,774	..	340	1,897	34,300	21,636	..
(b) Other disputes re hours ..	15,111	48,878	9,577	4,442	900	10,752	20,977
3. Trade Unionism—							
(a) Against employment of non-unionists .. ..	91,002	2,613	7,509	20,750	2,906	63	1,866
(b) Other union questions ..	32,388	11,696	9,616	9,569	80,280	52,086	15,553
4. Employment of particular Classes or Persons .. ..	191,723	144,453	266,310	138,428	104,454	81,101	105,766
5. Working Conditions .. ..	73,562	64,612	119,475	85,746	744,147	108,409	33,709
6. Sympathetic .. ..	24,066	44	10,209	11,230	4,440	2,600	16,796
7. Other Causes .. ..	5,212	75,618	8,585	32,743	210,369	86,370	1,195,130
Total .. ..	623,528	495,124	497,248	557,111	1,337,994	459,154	1,507,252

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the years 1913 to 1925 with the exception of 1922, the number of dislocations concerning "Wages" exceeded those caused by any other question, and varied between a minimum proportion of 26 per cent. in 1922 and a maximum of 45 per cent. in 1916. Since 1925 the number of disputes concerning "Wages" has averaged 23 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 30 per cent. of the total number for each year during that period. The number of disputes over "Trade Union" questions has represented a fairly uniform proportion of the total number of disputes during the years under review, while stoppages of work concerning "Hours of Labour" increased during 1926 and 1927, but have been relatively unimportant during recent years.

8. Results of Industrial Disputes.—The results of industrial disputes during each of the 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.
1935..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,666	62,007	10,194
1936..	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110
1937..	86	206	7	41	23,939	58,665	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(a)	99	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941

(a) The following disputes in New South Wales which were incomplete at 31st December, 1940, should be added to the above figures to effect a balance with those published in the preceding tables:—2 disputes; 528 workpeople; 8,312 working days lost.



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

### INDUSTRIAL DISPUTES : METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1935.	1936.	1937.	1938.	1939.	1940.(a)
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	130	174	265	245	277	192
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act .. ..	17	3	16	9	17	17	12
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	19	7	3	6	3	5	6
By reference to Board or Court ..	22	6	6	4	9	2	7
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	4	5	2	2	9	6	25
By filling places or workpeople on strike or locked out ..	13	8	4	5	..	1	..
By closing-down establishment permanently .. ..	1	4	..	1	..	2	1
By other methods .. ..	13	18	30	48	92	106	105
Total .. ..	208	181	235	340	375	416	348
WORKPEOPLE INVOLVED.							
Negotiation—							
Direct between employers and employees or their representatives	23,357	30,360	44,251	72,430	70,481	80,195	53,084
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act .. ..	3,172	285	5,061	2,764	4,845	2,489	3,520
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	6,505	3,867	291	1,804	1,844	4,925	2,766
By reference to Board or Court ..	12,774	1,445	1,746	428	5,519	429	2,617
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	659	2,017	339	480	21,289	3,268	35,203
By filling places of workpeople on strike or locked out ..	658	3,670	141	825	..	20	..
By closing-down establishment permanently .. ..	170	108	..	86	..	178	13
By other methods .. ..	2,988	5,436	8,758	16,773	38,313	61,326	92,866
Total .. ..	50,283	47,188	60,587	95,590	142,291	152,830	192,069
WORKING DAYS LOST.							
Negotiation—							
Direct between employers and employees or their representatives	94,400	192,903	234,373	396,410	203,175	245,709	152,848
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act .. ..	26,335	3,211	202,949	18,517	64,220	52,943	21,018
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	187,871	117,762	3,047	48,769	11,796	35,647	8,665
By reference to Board or Court ..	221,769	16,961	24,503	7,354	326,881	3,366	30,420
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	2,105	24,601	7,152	4,120	629,075	46,450	1,032,801
By filling places of workpeople on strike or locked out ..	14,139	74,873	2,581	12,571	..	20	..
By closing-down establishment permanently .. ..	20,400	7,546	..	172	..	3,892	377
By other methods .. ..	56,509	48,943	22,643	31,162	72,913	71,127	252,811
Total .. ..	623,528	486,800	497,248	519,075	1,308,060	459,154	1,498,940

(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 75 per cent. in 1930. Of the 348 disputes settled during 1940, 192 or 55 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 1940 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.

### E. ASSOCIATIONS.

#### § 1. Labour Organizations.

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

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Official Year Book. The latest information available as to registrations is as follows:—New South Wales, 191 industrial unions of employers and 157 industrial unions of employees, the membership not being available in either case; Queensland, 17 industrial unions of employers with approximately 15,000 members, and 78 industrial unions of employees with approximately 195,000 members; South Australia, 33 organizations of employers with 31,000 members; Western Australia, 35 organizations of employers with 1,150 members, and 137 organizations of employees with 59,000 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, 1940, there were 37 registered organizations of employers and 153 registered organizations of employees, with a total estimated membership for the latter of 810,000.

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 1940:—

TRADE UNIONS : BRANCHES AND MEMBERS, 1940.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales .. .. .	196	601	364,202
Victoria .. .. .	147	387	232,288
Queensland .. .. .	115	309	189,732
South Australia .. .. .	118	174	73,503
Western Australia .. .. .	140	209	68,271
Tasmania .. .. .	77	71	24,556
Northern Territory .. .. .	4	..	1,405
Australian Capital Territory .. .. .	15	1	1,905
Total .. .. .	812	1,752	955,862
Australia .. .. .	381 (a)	2,183 (b)	955,862

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

(b) See remarks below.

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

practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. There are, therefore, 381 distinct organizations and interstate groups of organizations in Australia, having 2,183 State branches and sub-branches, and a total of 955,862 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.	1936.	1937.	1938.	1939.	1940.
NUMBER OF UNIONS.					
Manufacturing—					
I. Wood, Furniture, etc. . .	17 (4)	17 (4)	17 (4)	17 (4)	17 (5)
II. Engineering, Metal Works, etc. . .	63 (21)	63 (22)	63 (22)	64 (22)	63 (23)
III. Food, Drink, Tobacco, etc. . .	69 (33)	70 (35)	70 (34)	72 (35)	72 (35)
IV. Clothing, Hats, Boots, etc. . .	24 (11)	24 (11)	26 (12)	26 (12)	26 (12)
V. Books, Printing, etc. . .	14 (8)	14 (7)	14 (8)	14 (8)	14 (8)
VI. Other Manufacturing . . .	73 (35)	73 (36)	73 (36)	71 (37)	70 (37)
VII. Building . . .	49 (27)	49 (27)	49 (28)	48 (28)	49 (28)
VIII. Mining, Quarrying, etc. . .	16 (13)	15 (12)	15 (12)	16 (13)	19 (13)
IX. Railway and Tramway Services . .	50 (29)	50 (28)	50 (27)	51 (29)	50 (29)
X. Other Land Transport . . .	11 (4)	12 (5)	13 (6)	13 (6)	13 (6)
XI. Shipping, etc. . .	55 (21)	55 (21)	55 (20)	60 (21)	58 (21)
XII. Pastoral, Agricultural, etc. . .	11 (7)	9 (8)	9 (6)	9 (5)	9 (5)
XIII. Domestic, Hotels, etc. . .	20 (15)	20 (15)	20 (16)	19 (18)	18 (17)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . .	32 (16)	32 (16)	32 (16)	33 (20)	33 (20)
(ii) Public Service . .	148 (48)	148 (47)	148 (50)	147 (50)	142 (49)
(iii) Retail and Wholesale . .	8 (8)	8 (8)	8 (8)	15 (8)	15 (8)
(iv) Municipal, Sewerage and Labouring . .	16 (11)	16 (11)	16 (12)	20 (11)	20 (11)
(v) Other Miscellaneous . .	108 (45)	108 (45)	123 (49)	124 (53)	124 (54)
Total . . . . .	784 (356)	783 (358)	801 (366)	819 (380)	812 (381)

## NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc. . .	25,365	27,465	27,831	27,990	29,520
II. Engineering, Metal Works, etc. . .	79,047	83,993	94,228	99,731	112,230
III. Food, Drink, Tobacco, etc. . .	72,120	76,702	75,753	80,328	77,229
IV. Clothing, Hats, Boots, etc. . .	62,269	66,323	66,427	68,847	73,489
V. Books, Printing, etc. . .	19,425	20,461	21,661	22,303	22,997
VI. Other Manufacturing . . .	46,832	49,333	48,410	52,074	62,185
VII. Building . . .	56,727	59,484	47,953	45,651	53,998
VIII. Mining, Quarrying, etc. . .	40,184	44,912	43,429	48,812	49,921
IX. Railway and Tramway Services . .	94,944	97,435	104,523	105,938	101,940
X. Other Land Transport . . .	10,287	15,829	18,969	19,488	18,315
XI. Shipping, etc. . .	27,346	27,611	28,780	28,760	29,173
XII. Pastoral, Agricultural, etc. . .	31,869	34,624	38,424	40,276	44,524
XIII. Domestic, Hotels, etc. . .	16,091	15,933	12,835	13,177	16,805
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . .	35,315	36,044	37,639	39,013	42,439
(ii) Public Service . .	83,484	84,716	86,797	89,848	92,688
(iii) Retail and Wholesale . .	32,178	33,055	34,140	36,290	35,119
(iv) Municipal, Sewerage and Labouring . .	39,603	40,948	45,126	46,552	47,673
(v) Other Miscellaneous . .	41,723	41,425	52,233	50,392	45,617
Total . . . . .	814,809	856,283	885,158	915,470	955,862

(a) Allowing for interstate duplication.

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

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, 1936-1940. 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.

Following on tabulation of the results of the National Register of July, 1939, and a further analysis of grades of occupation of persons under age 20 years, as classified at the Census of 1933, it was found necessary to revise the estimated numbers in the wage and salary earning group. These revised estimates are shown below as at December in each year 1936 to 1940. The numbers include all who would normally be classifiable as "available" wage and salary earners (excluding unpaid helpers but including persons unemployed from any cause). They make no allowance, however, for the influx into the ranks of the workers of adult and junior males and females due to war conditions. The magnitude of this is being ascertained, and in the meantime no authoritative figures can be given.

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

Particulars.	1936.	1937.	1938.	1939.	1940.
<b>MALES.</b>					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,451,600	1,470,200	1,488,200	1,507,500	1,529,800
No. of Members of Unions ..	685,795	720,587	748,749	778,336	806,572
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	47.2	49.0	50.3	51.6	52.7
Junior Wage and Salary Earners (under 20)	265,400	268,600	273,200	275,600	275,500
<b>FEMALES.</b>					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	397,600	404,700	410,900	417,600	426,000
No. of Members of Unions ..	129,014	135,696	136,409	137,134	149,290
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	32.4	33.5	33.2	32.8	35.0
Junior Wage and Salary Earners (under 20)	176,400	179,900	183,900	187,200	188,500

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

Particulars.	1936.	1937.	1938.	1939.	1940.
<b>TOTAL.</b>					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,849,200	1,874,900	1,899,100	1,925,100	1,955,800
No. of Members of Unions ..	814,809	856,283	885,158	915,470	955,862
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	44.1	45.7	46.6	47.6	48.9
Junior Wage and Salary Earners (under 20)	441,800	448,500	457,100	462,800	464,000

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1940 :—

**INTERSTATE OR FEDERATED UNIONS : AUSTRALIA, 1940.**

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	18	13	10	25	42	117
„ „ Members ..	28,730	46,757	138,840	210,020	379,085	803,432

(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 117 out of the 381 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 117 unions was 803,432 or 84 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 1940 :—

**CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AFFILIATED, 1940.**

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	209	57	9	688

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.

## F.—COMPARATIVE INDEX-NUMBERS.

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

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

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

Period.	Retail Price Index-numbers.				Nominal Wages, Adult Males.	Real Wages. (b)	Percentage of Unemployment among Trade Unionists.
	Food and Groceries.	Housing (4 and 5 Rooms).	Food Housing (4 and 5 Rooms) "B" Series.	All Items of Household Expenditure "C" Series.			
Year—							%
1911 .. .. .	1,000	1,000	1,000	(c) 1,000	1,000	(c) 1,000	4.7
1914 .. .. .	1,144	1,082	1,121	1,140	1,081	948	8.3
1921 .. .. .	1,902	1,410	1,717	1,680	1,826	1,087	11.2
1928 .. .. .	1,761	1,743	1,755	1,675	1,963	1,172	10.8
1929 .. .. .	1,866	1,754	1,824	1,713	1,972	1,151	11.1
1930 .. .. .	1,682	1,711	1,693	1,618	1,939	1,198	19.3
1931 .. .. .	1,477	1,473	1,475	1,448	1,752	1,210	27.4
1932 .. .. .	1,425	1,336	1,391	1,377	1,639	1,190	29.0
1933 .. .. .	1,342	1,314	1,332	1,335	1,584	1,187	25.1
1934 .. .. .	1,400	1,324	1,371	1,355	1,590	1,173	20.5
1935 .. .. .	1,442	1,372	1,416	1,380	1,612	1,169	16.5
1936 .. .. .	1,475	1,437	1,461	1,409	1,638	1,162	12.2
1937 .. .. .	1,521	1,488	1,510	1,448	1,707	1,178	9.3
1938 .. .. .	1,584	1,540	1,568	1,488	1,799	1,209	8.7
1939 .. .. .	1,657	1,577	1,626	1,526	1,846	1,211	9.7
1940 .. .. .	1,679	1,590	1,644	1,588	1,889	1,190	8.0
1941 .. .. .	1,693	1,595	1,654	1,673	1,997	1,194	3.7
Quarter—							
1935.							
March .. .. .	1,420	1,356	1,396	1,368	1,607	1,175	18.6
June .. .. .	1,425	1,363	1,402	1,371	1,609	1,174	17.8
September .. .. .	1,461	1,379	1,430	1,389	1,613	1,161	15.9
December .. .. .	1,460	1,390	1,434	1,391	1,620	1,165	13.7
1936.							
March .. .. .	1,445	1,413	1,433	1,391	1,623	1,167	13.4
June .. .. .	1,435	1,425	1,444	1,397	1,629	1,166	12.8
September .. .. .	1,489	1,449	1,474	1,420	1,641	1,156	12.0
December .. .. .	1,510	1,461	1,491	1,430	1,659	1,160	10.7
1937.							
March .. .. .	1,510	1,470	1,495	1,433	1,662	1,160	9.9
June .. .. .	1,507	1,483	1,498	1,441	1,680	1,166	9.7
September .. .. .	1,526	1,499	1,516	1,454	1,721	1,184	9.3
December .. .. .	1,540	1,510	1,529	1,465	1,763	1,203	8.2
1938.							
March .. .. .	1,540	1,521	1,534	1,467	1,778	1,212	8.0
June .. .. .	1,572	1,534	1,558	1,482	1,787	1,206	8.6
September .. .. .	1,616	1,547	1,589	1,500	1,806	1,204	9.2
December .. .. .	1,668	1,559	1,589	1,501	1,823	1,215	8.9
1939.							
March .. .. .	1,673	1,568	1,631	1,524	1,826	1,198	9.6
June .. .. .	1,654	1,575	1,623	1,522	1,847	1,214	9.5
September .. .. .	1,645	1,582	1,620	1,520	1,854	1,220	10.2
December .. .. .	1,657	1,584	1,628	1,536	1,858	1,210	9.3
1940.							
March .. .. .	1,640	1,587	1,620	1,542	1,864	1,209	7.9
June .. .. .	1,688	1,589	1,649	1,583	1,875	1,184	10.5
September .. .. .	1,676	1,591	1,642	1,590	1,903	1,197	7.4
December .. .. .	1,710	1,593	1,663	1,635	1,912	1,169	6.2
1941.							
March .. .. .	1,713	1,595	1,666	1,651	1,966	1,191	5.3
June .. .. .	1,679	1,595	1,646	1,660	1,984	1,195	3.6
September .. .. .	1,673	1,595	1,643	1,675	2,002	1,195	3.2
December .. .. .	1,705	1,596	1,662	1,707	2,034	1,192	2.9

(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.