

CHAPTER XIII.—LABOUR, WAGES AND PRICES.

A.—RETAIL PRICES AND PRICE INDEXES.

§. 1. Collection of Information as to Retail Prices.

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

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

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

The methods by which prices used in the "C" series retail price index-numbers are ascertained and the measures adopted to ensure their accuracy and comparability are briefly as follows:—

- (i) Representative and reputable retailers are selected for each city and town covered by the collection and each is required to furnish a return of prices monthly in respect of food and groceries and quarterly in respect of other items. Prices for each item are obtained where practicable from about ten retailers in each of the capital cities, and from about five retailers in each of the provincial towns.
- (ii) These returns are collected under authority of the *Census and Statistics Act 1905-1938* which requires that returns be supplied accurately and promptly and ensures that particulars supplied by individual retailers will not be divulged to competitors or to any other person or Government authority. Penalties are provided against failure to supply returns, against supplying false information, and against failure to answer truthfully any question asked by an authorized officer in respect of the contents of the return.
- (iii) The actual collection of returns is carried out by qualified Field Officers of the Commonwealth Bureau of Census and Statistics working under the supervision of the Statisticians of the respective States. These Field Officers have very wide powers of investigation, including entry of premises and inspection of goods, records, etc.

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

§. 2. Retail Price Index-Numbers.

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

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

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

For convenience the group of selected items is called a "regimen", and the quantities consumed per annum of each item used in the index are called "mass units" or "weights". These terms are used herein. In compiling the index the price of each item is multiplied by its quantity "weight", and then by its appropriate population or household "weight". The sum of these products for all items at any given date represents an "aggregate expenditure". The "aggregate expenditures" for successive periods are converted into an index by denoting the aggregate of a selected or "base" period as 1000, and calculating all index-numbers to such base by the proportion which their aggregates bears to that of the base period. (See also § 6 (2) hereof.)

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

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

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

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

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

5. **Effects of War Conditions on Index.**—Under war-time conditions scarcity of certain types of goods, erratic supply and changes of grade due to standardization have created unusual difficulty in obtaining the data necessary for measuring variations in prices. In some instances, this has rendered it necessary to substitute new grades, qualities or types of articles for those formerly used as indicators of changes in price. This has been the case more particularly in the clothing, household drapery and household utensils sections of the index. Substitutions of similar kind were necessary at times under normal conditions in order to meet changes of fashion and usage. In themselves, such substitutions are not injurious to the index provided the transitional difficulties can be solved as they arise. No change in principle is involved. The index continues to measure, as accurately as may be, price variations, and price variations only. Just as in the pre-war period, application of multipliers (called "grafting factors") serves to neutralize those differences in prices which are solely due to substitution of a new item for one which has ceased to be available or in common use. The net effect of this process is that the price of the old item is taken as typical of price variation in its class up to the time of substitution, and the prices of the new item as typical of such changes in price thereafter.

In normal times, popular usage of items in general consumption changes slowly, and the weight of items and groups in the regimen is changed only at long intervals. In war-time scarcity of supplies of some goods, rationing and kindred factors actually produce substantial changes in usage both long term and short term. The weights of the retail price indexes have not been changed and continue as in pre-war years. (See § 8 (3) hereof.)

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

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

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

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

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

The "B" series comprises only the food, groceries and housing sections of the All Items ("C" series) index.

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

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

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

§ 4. Retail Price Levels 1914-1945.

The aggregate indexes for 1914, 1921, 1929 and 1938 to 1944 for the Thirty Towns are published in summary form on page 397 hereof, while the following table furnishes the relevant index-numbers for the Six Capital Cities as a whole, for certain significant dates since November, 1914—the earliest date for which this index is available.

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

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base : 1923-27 = 1,000.)

1914, November	..	..	..	687 (Beginning of War I.)
1918, November	..	..	..	905 (End of War I.)
1920, November	..	..	..	1,166 (Post-War peak)
1922, November	..	..	..	975 (Post-War trough)
1929, Year	..	..	..	1,033 (Pre-Depression peak)
1933, Year	..	..	..	804 (Depression trough)
1939, September Quarter	..	..	..	916 (Pre-War II)
1943, March Quarter	..	..	..	1,123 (Pre-Price Stabilization)
1943, June Quarter	..	..	..	1,143 (War II. peak)
1944, December Quarter	..	..	..	1,126
1945, December Quarter	..	..	..	1,129

These indexes reveal a rise of approximately 32 per cent. during the first world war, followed by a further rise of 29 per cent. in the two post-war years (November, 1918, to November, 1920). From November, 1920 to November, 1922, there was a fall of 16 per cent., and the index remained relatively stable until the onset of the depression in 1929. During the four years of the depression 1929 to 1933 the index fell by 22 per cent., rising thereafter steadily until 1939 when it was nearly 14 per cent. above the level of 1933, and approximately at the level it had occupied at the date of the Armistice of 1918. Between the outbreak of the present war (September, 1939) and March, 1943, the index rose by approximately 23 per cent. to a level slightly below that reached at the height of the post-war boom in 1920.

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

An account of price control measures and of price stabilization in Australia is published on pp. 404-8.

The movement in the various sections of the index and in the index as a whole for each year for which it has been compiled is shown in the following table :—

THE ALL ITEMS (" C " SERIES) RETAIL PRICE INDEX AND ITS SECTIONAL OR " GROUP " INDEX-NUMBERS FOR THE SIX CAPITAL CITIES COMBINED, 1914 TO 1944.

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

Period.	Food and Groceries.	Rent (4 and 5 Rooms). (r)	Food, Groceries and Rent (4 and 5 Rooms) (" B " Series).	Clothing.	Miscellaneous.	All Items (" C " Series).
1914 (b)	641	649	644	754	749	687
1915 (b)	842	659	777	792	786	782
1916 (b)	812	665	760	881	802	795
1917 (b)	836	685	782	992	882	847
1918 (b)	861	722	812	1,097	972	905
1919 (b)	1,026	768	934	1,238	1,036	1,022
1920 (b)	1,200	851	1,082	1,365	1,194	1,166
1921 (b)	950	877	924	1,246	1,010	1,013
1922 (b)	945	929	939	1,052	999	975
1923	1,009	950	988	1,045	999	1,003
1924	960	988	975	1,003	1,004	987
1925	998	1,008	1,002	991	992	997
1926	1,023	1,026	1,024	986	998	1,011
1927	1,000	1,030	1,011	975	1,008	1,002
1928	985	1,066	1,014	997	1,010	1,009
1929	1,044	1,073	1,054	996	1,007	1,033
1930	941	1,047	978	951	999	975
1931	826	901	852	853	973	873
1932	796	817	803	804	958	830
1933	751	804	768	787	950	804
1934	783	810	792	785	944	817
1935	806	839	818	783	946	832
1936	825	879	844	792	947	850
1937	851	912	872	811	960	873
1938	886	942	906	829	961	897
1939	927	965	939	841	962	920
1940	939	973	950	956	998	957
1941	947	976	956	1,118	1,060	1,008
1942	1,031	976	1,007	1,308	1,112	1,091
1943	1,037	975	1,011	1,440	1,160	1,131
1944	1,026	976	1,004	1,435	1,165	1,126
Quarter—						
1939—March	935	959	942	832	960	919
June	925	963	938	836	961	917
September	920	967	936	836	961	916
December	927	969	941	858	967	926
1940—March	917	971	936	888	973	930
June	944	972	953	936	997	954
September	937	973	949	959	1,007	959
December	956	974	961	1,040	1,013	986
1941—March	958	976	963	1,057	1,039	995
June	939	976	951	1,104	1,047	1,000
September	936	976	949	1,128	1,073	1,009
December	954	976	960	1,182	1,080	1,020
1942—March	991	977	983	1,216	1,095	1,053
June	1,025	976	1,003	1,285	1,099	1,081
September	1,055	976	1,022	1,342	1,110	1,106
December	1,051	976	1,019	1,388	1,144	1,122
1943—March	1,040	975	1,012	1,409	1,149	1,123
June	1,058	975	1,023	1,466	1,158	1,143
September	1,036	975	1,010	1,450	1,165	1,133
December	1,015	975	997	1,436	1,168	1,123
1944—March	1,020	976	1,000	1,434	1,166	1,124
June	1,026	976	1,004	1,429	1,165	1,125
September	1,036	975	1,010	1,433	1,164	1,129
December	1,022	975	1,002	1,442	1,163	1,126

(a) See footnote (a) on page 389.

(b) November.

(c) See footnote (b) on page 389.

§ 5. Increases in Retail Prices over War Period.

1. **Australia.**—The following statement shows for the Six Capitals separately, and as a whole, the percentage increases which have taken place in retail prices over the war period, from the September quarter 1939, to the December quarter 1944, inclusive. The proportionate increase in the total index for each capital city is shown in the line marked "Total". The column headed "C" series index dissects the total percentage rise to show what part of it was due to the rise in prices in each of the four main groups of items. Thus, of the 22.4 per cent. increase for Sydney 3.5 was due to food and groceries, 0.1 to house rent, 14.2 to clothing and 4.6 to miscellaneous items. The column headed "Group Index" shows the percentage increase in prices of items in each group considered as a group. Thus, for Sydney, prices in the food and groceries group increased by 9.9 per cent., house rents by 0.4 per cent., prices of clothing by 71.3 per cent. and prices of miscellaneous items by 24.5 per cent. These when weighted and combined in the proportions of the "C" series index showed a rise of 22.4 per cent. For the Six Capital Cities as a whole the increase over the war period shown was 22.9 per cent.

Group.	Sydney.		Melbourne.		Brisbane.	
	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food and groceries	3.5	9.9	4.5	12.2	4.3	12.2
House rent ..	0.1	0.4	0.4	1.7	0.2	0.9
Clothing ..	14.2	71.3	15.4	77.9	15.1	71.5
Miscellaneous ..	4.6	24.5	3.7	18.9	3.8	18.7
Total ..	22.4	22.4	24.0	24.0	23.4	23.4

Group.	Adelaide.		Perth.		Hobart.		Six Capitals.(a)	
	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Food and groceries	4.0	11.3	4.2	11.1	4.9	13.4	4.0	11.1
House rent ..	0.1	0.2	0.1	0.6	0.1	0.6	0.2	0.8
Clothing ..	13.5	64.5	14.0	68.9	13.9	67.1	14.6	72.5
Miscellaneous ..	4.0	18.9	3.8	19.5	3.3	16.9	4.1	21.0
Total ..	21.6	21.6	22.1	22.1	22.2	22.2	22.9	22.9

(a) Weighted average.

The foregoing comparisons refer to two points of time (i.e., the months immediately preceding the war and the closing months of 1944), at each of which special temporary factors may have influenced relative price levels. For instance, prices of certain foods (e.g., meat) fluctuate with seasonal conditions. The percentage increases shown do not, therefore, necessarily indicate the degree of increase due solely to war causes.

2. *International Comparisons.*—In the following table comparisons are made for both the present and the last war periods of the increases which occurred in the several countries shown :—

RETAIL PRICE INDEX-NUMBERS.

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

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

(a) November.

(b) Food, Fuel, Light and Rent.

(c) Average for year 1914.

(B) : 1939-1945.

1939—					(a)	
September Quarter	100	100	100	100	100	100
1940—Year (b) ..	105	119	105	104	104	100
1941— „ (b) ..	110	104	111	108	109	105
1942— „ (b) ..	119	129	116	111	118	116
1943—				(c)		
March Quarter	123	128	116	115	127	121
June „	125	128	117	114	125	124
September „	124	128	118	113	126	123
December „	123	128	118	114	127	124
Year	124	128	117	114	126	123
1944—						
March Quarter	123	129	118	114	128	123
June „	123	129	118	114	130	124
September „	123	130	118	114	129	126
December „	123	129	118	114	132	126
Year	123	129	118	114	130	125
1945—						
March Quarter	123	130	118	114	132	126
June „	123	131	118	114	133	127
September „	123	132	119	114	133	128
December „	123	131	119	114	133	128
Year	123	131	119	114	133	127

(a) Food, Rent and Miscellaneous Expenditure.

(b) See Labour Reports for quarterly figures.

(c) Old Index as varied by new War-time Index (Base December Quarter, 1942 = 100).

At various stages during the 1914-18 War most of these countries introduced some measures of price control. But at an early stage in the present war these countries introduced price control measures which became more stringent as the war progressed, culminating in a policy of price stabilization.

Immediately after the outbreak of war, the Commonwealth Government took steps to control prices, and, by proclamations issued from day to day, pegged prices of various commodities at those ruling on 31st August, 1939. The National Security (Prices) Regulations, proclaimed on 28th September, 1939, under the authority of the National Security Act, established the basic principles of war-time price control, and provided for the appointment of a Commonwealth Prices Commissioner, conferring upon him extensive powers to control the price of goods declared for that purpose by the Minister for Trade and Customs. A brief summary of the development of this control is published on page pp. 404-8.

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

1. The "Regimen".—The "regimen" from which the "C" series retail price indexes are compiled consists of a list of commodities and services which commonly enter into the consumption of the average household in respect of which comparative prices can be ascertained with due precision from time to time and place to place. (See Section 2 (3.) hereof.) The regimen is divided into the following Groups and Sections:—

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

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

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

(a) "Group" or "Sectional" index-numbers in the various tables throughout this publication cannot be compared with each other in order to show the relative cost of Food and Groceries, Housing, Clothing or Miscellaneous requirements, since each "Group" or "Section" (or combination thereof) has its own Base = 1,000, viz., the weighted average cost for the Six Capital Cities as a whole during the five-yearly period 1923-1927 for that "Group" or "Section". (b) Rent.—The rent index-numbers shown in the tables in this publication measure the proportionate rise and fall in the average weekly rentals paid for houses of four and five rooms taking corresponding houses throughout. They are "price" indexes in the strict sense, i.e., they are designed to measure only the "price" element in rent fluctuations. Similarly, "average rents" where shown are indexes of "price" changes in rentals expressed in terms of pence. They are not the average of rents actually paid by all tenants of 4 and 5-roomed houses. It would be inappropriate to include the average of rents actually paid in an index designed to measure price changes only. The average of rents actually paid is ascertained periodically by Census methods—see also page 2 of Labour Report, No. 33. (c) Compilation suspended as a war-time economy after November, 1942.

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

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

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

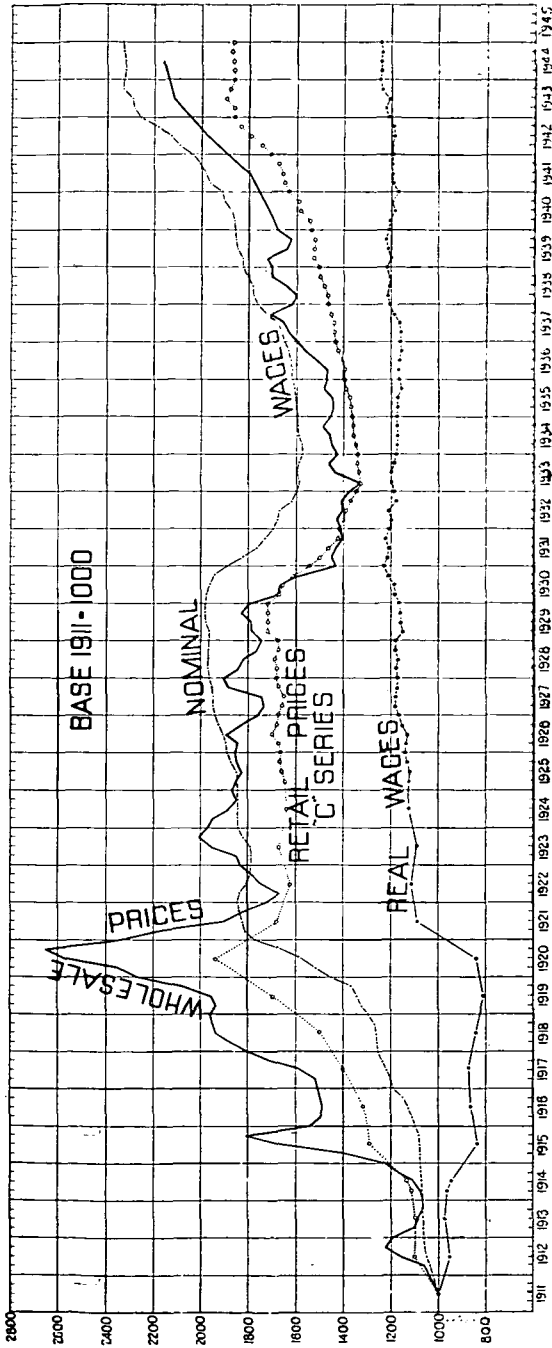
The combination of the aggregates from the last paragraph gives the "total annual aggregate expenditure" for the whole regimen, from which the "C" Series index-number is derived by applying to 1,000 the ratio which the aggregate for any period bears to the aggregate selected as the base period of the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

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

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

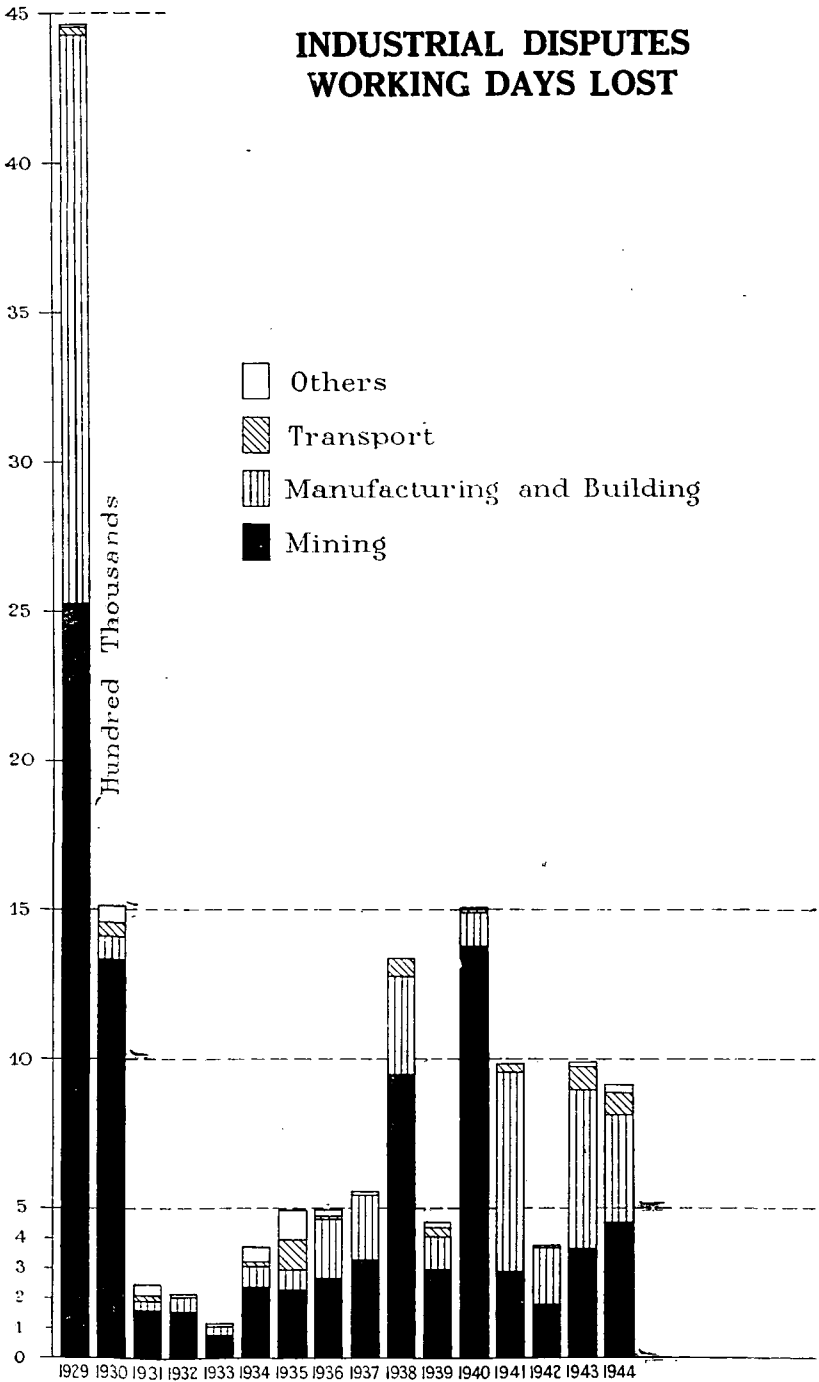
3. **Relative "Aggregate Expenditure" of Items and Groups.**—In the *base period* of the index (average of the years 1923 to 1927) the relative importance of each of the four main groups, expressed as a percentage of the weighted average "aggregate expenditure" in the Six Capital Cities (from which all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

WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1944.



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 the annual average in the case of the Wholesale Prices (Melbourne). The "C" Series Retail Prices (Food, groceries, rent of 4 and 5 rooms, clothing and miscellaneous household expenditure) are shown quarterly from 1925. For the period 1911-1914 the "C" Series are taken back from the true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of All Houses). Nominal Wages are shown quarterly from 1914, and Real Wages quarterly from 1925. Real Wages are computed on the basis of the "O" Series.

INDUSTRIAL DISPUTES WORKING DAYS LOST



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

addition, the distribution of relative expenditure as between the groups and sections is varied from time to time for "relative weighting" purposes on the basis of the changing relativities of population and households as disclosed by successive Censuses.

The percentage distribution for Melbourne in the *base period* was practically identical with that of the Six Capital Cities as a whole, and has continued to be representative of the relative movement of prices in the capital cities up to the present time. For this and other reasons, therefore, the percentage distribution of the Melbourne "aggregate expenditures" for successive December quarters has been published in previous issues of this publication, and the figures for the December quarter, 1944 are shown in the second column of the table for comparison with those of the *base period* of 1923-1927:—

Group.	Section.	Percentage of Aggregate Expenditure.	
		1923-27. (Base) Six Capital Cities.	Dec. Qtr., 1944. Melbourne.
I. Food and Groceries	A Groceries	17.44	11.51
	B Dairy Produce	10.28	9.27
	C Meat	10.94	12.33
		38.66	33.11
II. Housing	D House Rent— (4 and 5 rooms) ..	21.26	19.77
III. Clothing	E Man	8.69	10.66
	F Woman	9.12	13.17
	G Boy, 10½ years	2.89	2.06
	H Girl, 7 years	1.36	1.59
	J Boy, 3½ years	0.98	0.79
		23.04	28.27
IV. Miscellaneous	K Household Drapery	1.09	1.91
	L Household Utensils	0.49	0.64
	M Fuel and Light	4.92	4.36
	N Other Miscellaneous	10.54	11.94
		17.04	18.85
		100.00	100.00

It should be noted, however, that percentage price variations are measured from the "aggregate expenditures" of the *base period* of the index, and the percentages shown in the foregoing table for the *base period* 1923-1927, therefore, and not the percentage "weights" of any other period, are the proportionate "weights" applicable to the various groups and sections in measuring such variations in the index as a whole calculated to this *base period*. For example, those shown for the December quarter, 1944 would only become of significance in the measurement of variations if the latter quarter were adopted as a *new base* for the index.

4. **Base Periods of the Indexes.**—The base period originally adopted by the Bureau for its retail price indexes was the year 1911. When the collection of the prices of clothing and miscellaneous items was undertaken for the purposes of the 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, and since this date the retail price indexes have been published on this base. The aggregate to which all index-numbers are related is the weighted aggregate cost of the regimen in the Six Capital Cities during the period taken as base.

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

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

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

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

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

2. **All Items ("C" Series) Index.**—On page 386 is published a table of weighted averages for the six capital cities combined of "C" series retail price index-numbers, together with index-numbers for each of the four main groups of items in the "C" series index for each year 1914-44, and quarterly from 1939.

In the pages immediately following are published :—

- (i) the "C" series index-number for the last quarter of each year 1938-44 (page 395) and for the month of November, 1914-20 (page 396), for each capital city and for the six capital cities combined, showing separate indexes for each of the four main groups of items ; and
- (ii) the "C" series index numbers for the years 1914, 1921, 1929 and 1938-44 (page 397) for each of the 30 towns with the weighted averages for each State, the six capital cities and 30 towns, together with index numbers for the same periods for three additional towns for which this index is tabulated.

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

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

Period.	Sydney.	Mel- bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals. (b)
GROUP I.—FOOD AND GROCERIES.							
Dec. Qtr. 1938 ..	917	907	835	866	898	894	899
" " 1939 ..	940	942	859	888	926	941	927
" " 1940 ..	974	961	920	903	949	972	956
" " 1941 ..	969	949	920	915	982	986	954
" " 1942 ..	1,060	1,069	977	1,027	1,048	1,082	1,051
" " 1943 ..	1,015	1,037	950	985	1,045	1,058	1,015
" " 1944 ..	1,022	1,046	959	988	1,049	1,039	1,022
GROUP II.—HOUSING (4 AND 5 ROOMS).(c)							
Dec. Qtr. 1938 ..	1,020	943	849	878	877	917	953
" " 1939 ..	1,040	960	855	881	882	930	969
" " 1940 ..	1,042	973	859	892	882	933	974
" " 1941 ..	1,044	975	860	893	884	933	976
" " 1942 ..	1,042	974	862	893	885	932	976
" " 1943 ..	1,042	974	862	893	885	931	975
" " 1944 ..	1,043	973	863	892	886	933	975
GROUPS I. AND II.—FOOD, GROCERIES AND HOUSING:							
Dec. Qtr. 1938 ..	955	919	839	869	888	901	918
" " 1939 ..	977	947	855	887	907	935	941
" " 1940 ..	998	964	894	897	921	954	961
" " 1941 ..	996	957	895	904	942	963	960
" " 1942 ..	1,051	1,030	930	973	982	1,021	1,019
" " 1943 ..	1,023	1,010	914	947	980	1,006	997
" " 1944 ..	1,027	1,015	919	948	983	995	1,002
GROUP III.—CLOTHING.							
Dec. Qtr. 1938 ..	834	819	829	861	826	852	831
" " 1939 ..	854	862	865	869	840	867	858
" " 1940 ..	1,046	1,042	1,027	1,041	1,010	1,038	1,040
" " 1941 ..	1,179	1,186	1,186	1,182	1,169	1,184	1,182
" " 1942 ..	1,382	1,423	1,355	1,357	1,355	1,384	1,388
" " 1943 ..	1,449	1,435	1,433	1,422	1,395	1,430	1,436
" " 1944 ..	1,441	1,464	1,430	1,416	1,412	1,424	1,442
GROUP IV.—MISCELLANEOUS.							
Dec. Qtr. 1938 ..	935	981	949	1,021	952	930	961
" " 1939 ..	943	983	960	1,027	957	945	967
" " 1940 ..	1,004	1,021	986	1,060	995	977	1,013
" " 1941 ..	1,072	1,083	1,043	1,156	1,058	1,030	1,080
" " 1942 ..	1,140	1,144	1,109	1,209	1,127	1,095	1,144
" " 1943 ..	1,179	1,157	1,140	1,212	1,140	1,109	1,168
" " 1944 ..	1,169	1,158	1,134	1,213	1,139	1,099	1,163
GROUPS I. TO IV.—ALL ITEMS OF HOUSEHOLD EXPENDITURE.							
Dec. Qtr. 1938 ..	922	906	855	893	884	893	905
" " 1939 ..	943	932	874	906	899	919	926
" " 1940 ..	1,008	989	938	957	953	976	986
" " 1941 ..	1,048	1,028	985	1,010	1,012	1,023	1,029
" " 1942 ..	1,138	1,136	1,055	1,100	1,090	1,113	1,122
" " 1943 ..	1,143	1,128	1,068	1,099	1,100	1,117	1,123
" " 1944 ..	1,142	1,138	1,069	1,098	1,104	1,106	1,126

(a) See footnote (a) on page 389.
page 389.

(b) Weighted average.

(c) See footnote (b) on

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

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

Period.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals. (b)
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). (c)							
Nov. 1914 ..	738	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

(a) See footnote (a) on page 389. (b) Weighted average. See page 386 for corresponding figures for years 1921 to 1944. (c) See footnote (b) on page 389.

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

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

State and Town.	Nov. 1914.	Year 1921.	Year 1929.	Year 1938.	Year 1939.	Year 1940.	Year 1941.	Year 1942.	Year 1943.	Year 1944.
NEW SOUTH WALES—										
Sydney	712	1,046	1,073	913	936	974	1,028	1,107	1,151	1,144
Newcastle	1,041	1,028	877	901	945	997	1,069	1,109	1,094
Broken Hill	975	1,018	949	955	981	1,049	1,132	1,172	1,179
Goulburn	1,033	1,108	893	916	949	1,005	1,087	1,125	1,118
Bathurst	947	979	860	883	923	974	1,050	1,091	1,088
FIVE TOWNS (a)	1,042	1,067	911	933	972	1,026	1,104	1,147	1,140
VICTORIA—										
Melbourne	671	1,003	1,017	896	924	964	1,008	1,100	1,139	1,135
Ballarat	992	957	850	874	906	950	1,037	1,084	1,083
Bendigo	1,002	969	854	875	920	983	1,054	1,096	1,101
Geelong	1,019	980	884	911	941	984	1,065	1,110	1,112
Warrnambool	1,034	960	892	918	954	998	1,078	1,126	1,129
FIVE TOWNS (a)	1,003	1,011	893	920	960	1,004	1,095	1,135	1,131
QUEENSLAND—										
Brisbane	611	923	923	852	870	908	963	1,033	1,072	1,071
Toowoomba	949	916	843	858	898	951	1,033	1,080	1,085
Rockhampton	972	904	853	867	905	959	1,032	1,073	1,074
Townsville	1,025 ^b	939 ^b	902	918	950	1,004	1,075	1,114	1,117
Bundaberg	994 ^c	931 ^c	831	847	879	938	1,015	1,057	1,057
FIVE TOWNS (a)	941	922	854	871	909	964	1,035	1,075	1,075
SOUTH AUSTRALIA—										
Adelaide	699	989	1,037	888	906	936	988	1,075	1,102	1,098
Kadina, etc.	998	943	786	810	833	882	962	998	995
Port Pirie	1,025	980	868	896	919	976	1,057	1,087	1,081
Mount Gambier	1,029	963	849	872	894	946	1,024	1,061	1,064
Peterborough	948	1,043	868	897	924	974	1,053	1,087	1,087
FIVE TOWNS (a)	992	1,030	883	902	931	983	1,069	1,097	1,093
WESTERN AUSTRALIA—										
Perth, etc.	707	1,008	1,026	882	901	932	993	1,061	1,104	1,105
Kalgoorlie, etc.	1,048	1,032	1,048	1,066	1,099	1,165	1,175	1,192	1,199
Northam	1,030	1,022	900	915	947	1,017	1,079	1,111	1,113
Bunbury	1,045	978	914	936	962	1,018	1,065	1,102	1,110
Geraldton	1,056	1,051	957	965	990	1,055	1,114	1,165	1,176
FIVE TOWNS (a)	1,020	1,026	897	915	946	1,008	1,070	1,112	1,113
TASMANIA—										
Hobart	687	1,070	1,000	887	908	945	1,001	1,078	1,117	1,105
Launceston	1,067	967	872	888	926	974	1,040	1,078	1,067
Burnie	1,003	966	865	879	917	971	1,035	1,088	1,065
Devonport	904	948	848	861	896	951	1,012	1,058	1,040
Queenstown	1,031	972	875	903	936	987	1,045	1,096	1,102
FIVE TOWNS (a)	1,057	986	879	898	936	989	1,060	1,101	1,089
THIRTY TOWNS (a)	1,013	1,026	894	917	954	1,006	1,087	1,127	1,122
SIX CAPITALS (a)	687	1,013	1,033	897	920	957	1,008	1,091	1,131	1,126
Canberra (A.C.T.) (d)	966	956	988	1,040	1,121	1,168	1,153
Warwick (Q.) (d)	994	931	800	834	867	926	1,007	1,055	1,061
Port Augusta (S.A.) (d)	1,035	1,061	863	883	915	980	1,052	1,076	1,076

(a) Weighted average. (b) Charters Towers. (c) Warwick. (d) Not included to weighted averages above.

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

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

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

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

TOWNS.	1914.	1921.	1938.	1939.	1940.	1941.	1942.	1943.	1944.
SECTION A.—GROCERIES.									
Sydney	627	1,115	887	994	969	989	1,082	1,016	965
Melbourne	562	1,070	835	957	928	924	1,034	967	924
Brisbane	607	1,105	871	944	943	957	1,066	989	934
Adelaide	598	1,076	831	939	914	932	1,073	979	939
Perth	628	1,103	897	966	941	983	1,048	1,007	963
Hobart	604	1,087	874	947	930	950	1,048	971	925
Six Capitals (b)	599	1,093	864	969	945	958	1,061	992	946
SECTION B.—DAIRY PRODUCE.									
Sydney	656	1,080	850	851	864	863	924	947	960
Melbourne	635	1,087	861	885	880	893	943	971	970
Brisbane	588	993	791	793	800	808	871	902	932
Adelaide	705	1,018	802	800	800	798	861	888	895
Perth	735	1,152	864	870	873	878	922	976	982
Hobart	695	1,091	802	844	855	873	932	967	968
Six Capitals (b)	654	1,072	843	853	857	862	919	947	956
SECTION C.—MEAT.									
Sydney	668	960	969	935	1,008	1,015	1,089	1,160	1,158
Melbourne	663	1,030	960	968	1,028	1,007	1,142	1,242	1,279
Brisbane	610	867	834	822	808	945	942	1,018	1,026
Adelaide	784	1,095	950	929	972	969	1,074	1,138	1,151
Perth	881	1,103	926	958	1,026	1,070	1,102	1,199	1,239
Hobart	780	1,244	957	961	1,041	1,082	1,149	1,265	1,233
Six Capitals (b)	691	1,010	948	936	1,002	1,006	1,092	1,175	1,190
SECTIONS A, B AND C COMBINED.—FOOD AND GROCERIES.									
Sydney	646	1,062	904	936	952	962	1,040	1,042	1,025
Melbourne	610	1,063	884	942	947	943	1,042	1,055	1,049
Brisbane	603	1,014	838	864	889	911	972	975	965
Adelaide	679	1,066	861	897	900	905	1,012	1,003	993
Perth	728	1,166	899	938	949	981	1,029	1,059	1,056
Hobart	678	1,133	880	923	944	970	1,047	1,062	1,035
Six Capitals (b)	640	1,064	886	927	939	947	1,031	1,037	1,026
SECTION D.—HOUSING (4 AND 5 ROOMS).(c)									
Sydney	760	899	1,004	1,035	1,042	1,043	1,043	1,042	1,043
Melbourne	628	820	935	955	969	975	975	974	974
Brisbane	466	630	841	854	857	860	862	862	863
Adelaide	655	809	868	888	892	893	893	893	892
Perth	589	739	872	881	882	883	885	885	886
Hobart	518	881	913	925	933	933	933	931	932
Six Capitals (b)	662	862	942	965	973	976	976	975	976
ALL SECTIONS COMBINED.—FOOD, GROCERIES, AND HOUSING ("B" SERIES)									
Sydney	687	1,036	941	972	985	992	1,039	1,040	1,030
Melbourne	616	977	902	945	953	953	1,014	1,021	1,017
Brisbane	554	877	838	858	875	889	927	929	923
Adelaide	671	975	862	891	895	899	963	958	951
Perth	679	982	887	914	921	941	971	989	987
Hobart	621	1,044	891	922	938	953	1,000	1,009	992
Six Capitals (b)	648	992	906	939	950	956	1,007	1,011	1,004

(a) See footnote (a) on page 389.
page 389.

(b) Weighted average.

(c) See footnote (b) on

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

FOOD, GROCERIES AND RENT.

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

State and Town.	Nov. 1914.	Nov. 1921.	1929.	1938.	1939.	1940.	1941.	1942.	1943.	1944.
NEW SOUTH WALES—										
Sydney	680	977	1,115	941	972	985	992	1,039	1,040	1,030
Newcastle	944	1,068	898	934	950	959	1,005	1,000
Broken Hill	825	1,078	948	970	953	991	1,052	1,044
Goulburn	926	1,146	908	942	950	957	1,009	1,007
Bathurst	815	987	867	900	908	910	957	953
FIVE TOWNS(a)	965	1,110	937	969	980	988	1,036	1,036
VICTORIA—										
Melbourne	613	895	1,036	902	945	953	953	1,014	1,021	1,017
Ballarat	769	914	808	849	843	841	894	908
Bendigo	780	962	817	851	864	868	920	923
Geelong	844	985	872	917	915	912	956	962
Warrnambool	855	940	898	940	944	941	984	993
FIVE TOWNS(a)	876	1,026	895	938	946	946	1,005	1,012
QUEENSLAND										
Brisbane	560	840	912	838	858	875	889	927	929	923
Toowoomba	771	855	806	830	849	857	913	927
Rockhampton	779	877	825	843	854	863	901	904
Townsville	820 ^b	975 ^b	900	920	925	933	974	970
Bundaberg	794 ^c	867 ^c	781	804	817	835	878	888
FIVE TOWNS(a)	824	906	837	858	873	886	926	928
SOUTH AUSTRALIA—										
Adelaide	658	898	1,030	862	891	895	899	963	958	951
Kadina, etc.	811	891	702	743	739	738	789	784
Port Pirie	839	963	838	882	877	889	943	932
Mount Gambier	770	866	801	838	828	832	879	877
Peterborough	844	1,042	836	890	895	893	936	926
FIVE TOWNS(a)	885	1,020	855	885	888	892	955	950
WESTERN AUSTRALIA—										
Perth, etc.	689	916	1,038	887	914	921	941	971	989	987
Kalgoorlie, etc.	928	1,010	1,152	1,178	1,184	1,211	1,160	1,122
Northam	898	1,072	911	936	946	980	1,005	1,001
Bunbury	907	996	945	979	979	996	1,011	1,010
Geraldton	942	1,090	974	990	995	1,024	1,048	1,069
FIVE TOWNS(a)	918	1,036	909	936	943	964	988	1,001
TASMANIA—										
Hobart	630	971	992	891	922	933	953	1,000	1,009	992
Launceston	858	937	867	887	901	913	948	953
Burnie	819	972	830	898	914	937	973	998
Devonport	696	930	846	865	882	898	928	942
Queenstown	871	920	900	933	942	947	970	1,005
FIVE TOWNS(a)	911	970	882	908	923	937	978	988
THIRTY TOWNS(a)	907	1,044	902	935	945	952	1,001	1,005
SIX CAPITALS(a)	644	924	1,054	906	939	950	956	1,007
Canberra (A.C.T.)(d)	1,043	1,026	1,028	1,028	1,078	1,073
Warwick (Q.)(d)	794	867	732	783	799	817	856	872
Port Augusta (S.A.)(d)	861	1,047	831	864	878	896	932	914

(a) Weighted Average. (b) Charters Towers. (c) Warwick. (d) Not included in weighted averages above.

§ 8. Changes in the Regimen of Indexes.

1. General.—Since the original compilation of retail prices by the Bureau, the regimens of the several groups and section have undergone some modifications. These are fully described in the annual *Labour Report* No. 33 for 1943, pp. 29-32. These changes are made from time to time with a view to improving the index-numbers as measures of price variations. They comprise chiefly the elimination or replacement of articles no longer in demand, or which experience had shown to be unsuitable media for the measurement of price variations; the alteration of units of quantity in certain cases to conform with those in most general use; the adjustment of the mass-unit allotted

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

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

The method of effecting this is shortly as follows:—Up to the June quarter, 1942, all such changes were made by equating the new aggregate of the section embodying the changes to the former aggregate. This course was adopted when items were added to or omitted from the regimen, and when a change was made in the standard of any item. From the September quarter, 1942, however, all changes of standard were effected by an appropriate adjustment of the “mass unit” or “weight” so as to preserve the percentage weight which the item carried in the aggregate from time to time. Wherever possible, the “weight” of any item dropped from the regimen was transferred to an article of a similar nature which would serve as a more appropriate medium for the measurement of the variations of the article dropped than the remaining items of the section. The “mass units” of the remaining items under the former procedure were in effect proportionately increased to carry the aggregate of the item dropped, or reduced to admit the new item added. See also par. 3 on pages 390 and 393.

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

3. **The Regimen under War Conditions.**—Although the effects of the war produced some variations from normal consumption in 1940 and 1941, it was not until 1942 (as explained in Section 2 (5) of this Chapter) that fundamental changes began to occur. As there explained, the years 1942, 1943 and 1944 produced temporary changes of a far-reaching character which, if permanent and stable, must have necessitated fundamental re-adjustments in the regimen and mass-units of the index. But the resultant changes in the index would have been so extensive as virtually to create a new index which would not have been continuously comparable with the “C” series index either as compiled pre-war nor as it is likely to be compiled in post-war years. Consideration of the matter led to the conclusions—

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

§ 9. Retail Price Index-Numbers and Wage Variations.

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

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

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

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

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

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

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 comprise chiefly basic materials which in the form of raw material or food, or as a source of power enter into production for home consumption. The purpose of the index, therefore, is to measure the changes in the prices of these particular materials rather than the changes in prices generally. As Australia does not, to any extent, manufacture from imported raw materials commodities for export, the local consumption appears to give the most appropriate weighting.

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

INDEX-NUMBERS : MELBOURNE WHOLESALE PRICES, 1861 TO 1944.

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

Year.	I. Metals and Coal.	II. Wool, Cotton, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Materials.	VIII. Chemicals.	All Groups.
1861	1,438	1,381	1,583	1,008	1,963	..	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	1,088	911	815	993
1910	1,004	1,052	969	1,100	999	1,008	996	898	1,003
1911	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1912	1,021	991	1,370	1,206	1,052	1,357	1,057	978	1,170
1913	1,046	1,070	1,097	1,054	1,024	1,252	1,128	995	1,088
1914	1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915	1,284	1,017	2,162	1,530	1,133	2,435	1,275	1,528	1,604
1916	1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,594
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	1,507	1,784	1,832	2,890	2,298	1,713
1941	1,960	1,402	1,721	1,534	1,884	1,776	3,138	2,527	1,796
1942	2,146	1,507	1,900	1,665	1,938	2,312	3,409	2,437	1,977
1943	2,272	1,945	1,964	1,716	1,939	2,366	3,764	2,442	2,117
1944	2,278	1,967	2,052	1,721	1,949	2,470	3,768	2,442	2,159

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-four years which it covers, on the assumption that the relative importance of component items remained constant. But it no longer serves as a measure of price variations from month to month or from year to year of commodities weighted in accordance with present day consumption. Reference to a description of the index published in the annual *Labour Report* will indicate that animal fodders preponderate in the "Agricultural Produce" group, while "Building Materials" include little besides imported timber. In other groups, some principal items have increased in consumption while others have decreased. It was resolved, therefore, at the Conference of Statisticians at Brisbane in 1930 that the time had come to revise and extend the items included in order to bring the index into line with changed conditions. An investigation to that end was commenced, and in the course of the past few years, many new price-series have been collected on a monthly basis back to January, 1928. Some of these have been incorporated in a new index of the prices of basic materials and foodstuffs, index-numbers of which are regularly published in the *Monthly Review of Business Statistics* and other publications of the Bureau. The price quotations have in the main been obtained directly from manufacturers and merchants and, with a few important exceptions, from Melbourne sources. Apart from home-produced building materials, coal and one or two minor commodities, however, the price movements may be taken as representative of fluctuations in wholesale prices of basic materials in most Australian markets. The weighting system adopted is based on average annual consumption during the years 1928-29 to 1934-35 inclusive. The original index is being continued for the present on the old lines, as set out in § 1 on page 401.

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 1944-45.

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

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups.
1928-29 ..	1,269	1,064	1,288	1,214	1,148	948	1,070	911	1,183	1,103
1929-30 ..	1,259	1,115	991	1,157	866	940	1,099	940	1,179	1,108
1930-31 ..	1,164	1,173	797	1,172	729	959	909	1,001	985	991
1931-32 ..	1,081	1,134	765	1,195	738	951	857	996	922	946
1932-33 ..	1,044	1,087	755	1,185	695	948	797	971	866	899
1933-34 ..	1,025	845	1,020	1,113	801	939	843	890	893	895
1934-35 ..	972	896	784	1,020	774	930	873	920	886	898
1935-36 ..	920	952	997	991	879	930	917	945	918	926
1936-37 ..	962	984	1,185	988	1,106	989	974	991	980	984
1937-38 ..	1,013	1,012	1,000	1,001	969	1,041	997	1,018	1,000	1,005
1938-39 ..	1,025	1,004	815	1,011	925	970	1,029	991	1,020	1,011
1939-40 ..	1,051	1,152	1,038	1,068	1,163	1,084	1,012	1,106	1,025	1,047
1940-41 ..	1,074	1,374	1,105	1,236	1,256	1,284	1,069	1,325	1,060	1,140
1941-42 ..	1,173	1,509	1,184	1,372	1,350	1,352	1,169	1,525	1,123	1,242
1942-43 ..	1,288	1,667	1,471	1,422	1,379	1,628	1,279	1,760	1,212	1,373
1943-44 ..	1,310	1,695	1,501	1,432	1,398	1,743	1,287	1,824	1,217	1,396
1944-45 ..	1,307	1,676	1,518	1,428	1,398	1,747	1,308	1,819	1,232	1,405
1941-42—										
July ..	1,123	1,412	1,131	1,241	1,300	1,310	1,099	1,416	1,070	1,172
August ..	1,127	1,437	1,145	1,265	1,299	1,310	1,130	1,425	1,097	1,195
September ..	1,165	1,461	1,157	1,363	1,299	1,310	1,144	1,472	1,108	1,215
October ..	1,165	1,465	1,172	1,363	1,302	1,317	1,144	1,491	1,102	1,217
November ..	1,165	1,491	1,177	1,391	1,339	1,326	1,146	1,527	1,097	1,225
December ..	1,173	1,489	1,171	1,391	1,364	1,326	1,125	1,516	1,088	1,215
January ..	1,173	1,522	1,166	1,406	1,420	1,326	1,130	1,511	1,102	1,223
February ..	1,175	1,530	1,185	1,406	1,432	1,326	1,154	1,507	1,124	1,237
March ..	1,175	1,576	1,197	1,408	1,365	1,326	1,160	1,523	1,130	1,246
April ..	1,206	1,574	1,221	1,408	1,364	1,326	1,191	1,540	1,154	1,269
May ..	1,208	1,574	1,242	1,410	1,361	1,516	1,270	1,680	1,181	1,327
June ..	1,213	1,574	1,238	1,410	1,361	1,514	1,326	1,694	1,219	1,358

INDEX-NUMBERS: BASIC MATERIALS AND FOODSTUFFS, 1928-29 TO
1944-45—continued.

Period.	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Foodstuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups.
1942-43—										
July ..	1,213	1,590	1,363	1,410	1,361	1,514	1,311	1,653	1,232	1,356
August ..	1,234	1,644	1,359	1,410	1,361	1,516	1,318	1,661	1,247	1,369
September ..	1,237	1,644	1,381	1,410	1,361	1,516	1,334	1,724	1,237	1,379
October ..	1,302	1,649	1,386	1,410	1,361	1,516	1,292	1,721	1,219	1,367
November ..	1,308	1,651	1,391	1,425	1,361	1,529	1,281	1,750	1,205	1,365
December ..	1,308	1,684	1,484	1,425	1,358	1,691	1,255	1,801	1,193	1,371
January ..	1,308	1,686	1,544	1,425	1,398	1,691	1,210	1,790	1,166	1,350
February ..	1,308	1,688	1,535	1,429	1,398	1,701	1,234	1,789	1,185	1,363
March ..	1,308	1,693	1,544	1,429	1,398	1,701	1,265	1,802	1,206	1,382
April ..	1,310	1,693	1,521	1,430	1,398	1,709	1,274	1,807	1,211	1,386
May ..	1,310	1,693	1,573	1,430	1,398	1,709	1,275	1,801	1,216	1,388
June ..	1,310	1,693	1,574	1,430	1,398	1,741	1,298	1,824	1,228	1,404
1943-44—										
July ..	1,310	1,694	1,569	1,433	1,398	1,741	1,305	1,824	1,233	1,407
August ..	1,310	1,694	1,541	1,433	1,398	1,741	1,291	1,823	1,222	1,398
September ..	1,310	1,694	1,502	1,433	1,398	1,741	1,297	1,828	1,224	1,402
October ..	1,310	1,694	1,507	1,433	1,398	1,741	1,286	1,826	1,216	1,396
November ..	1,310	1,694	1,436	1,433	1,398	1,741	1,279	1,829	1,206	1,389
December ..	1,310	1,694	1,499	1,433	1,398	1,743	1,275	1,821	1,209	1,389
January ..	1,310	1,696	1,490	1,433	1,398	1,743	1,279	1,828	1,210	1,392
February ..	1,310	1,696	1,490	1,433	1,398	1,743	1,269	1,815	1,208	1,386
March ..	1,310	1,696	1,490	1,430	1,398	1,746	1,271	1,818	1,208	1,387
April ..	1,310	1,696	1,490	1,430	1,398	1,746	1,289	1,832	1,215	1,397
May ..	1,310	1,696	1,490	1,430	1,398	1,746	1,291	1,818	1,223	1,398
June ..	1,308	1,696	1,507	1,430	1,398	1,746	1,307	1,820	1,235	1,407
1944-45—										
July ..	1,308	1,696	1,512	1,430	1,398	1,747	1,312	1,819	1,239	1,410
August ..	1,308	1,696	1,542	1,429	1,398	1,747	1,306	1,817	1,237	1,408
September ..	1,308	1,696	1,525	1,430	1,398	1,747	1,291	1,814	1,225	1,399
October ..	1,308	1,696	1,523	1,430	1,398	1,747	1,288	1,821	1,221	1,397
November ..	1,310	1,696	1,515	1,430	1,398	1,747	1,289	1,831	1,217	1,398
December ..	1,306	1,696	1,515	1,430	1,398	1,747	1,290	1,834	1,216	1,398
January ..	1,306	1,678	1,516	1,430	1,398	1,746	1,291	1,822	1,217	1,396
February ..	1,306	1,678	1,516	1,430	1,398	1,748	1,304	1,830	1,223	1,404
March ..	1,306	1,678	1,511	1,430	1,398	1,748	1,314	1,824	1,235	1,408
April ..	1,306	1,678	1,511	1,430	1,398	1,748	1,333	1,835	1,243	1,419
May ..	1,306	1,699	1,525	1,429	1,398	1,748	1,331	1,795	1,249	1,410
June ..	1,306	1,699	1,510	1,406	1,398	1,748	1,346	1,790	1,658	1,417

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

C. THE CONTROL OF PRICES.

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

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

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

The Commonwealth Government has decided to continue price control and other anti-inflationary controls after the expiration of the National Security Act on 31st December, 1946, and to introduce legislation for this purpose. The Government has also announced that as conditions permit the control over the prices of individual commodities will be relaxed. The supply position is constantly being examined and already control over the growers' prices of most fruits and vegetables has been lifted in accordance with this policy.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

In some cases increases in prices are permitted. Sales to Government Departments are normally at a price high enough to cover costs of production. Where some manufacturer or trader, later in the chain of production and distribution, could absorb higher costs, the prices charged by the suppliers of his materials may be increased. Where one trader, producing in competition with others, has a ceiling price lower than that of his competitors, he may be allowed to raise his price towards the general level, and

thus cover some of the increased costs. Such adjustments are in general managed in such a way as to avoid a breach of the price stabilization policy, and to leave the general price level, as it affects consumers, practically unchanged.

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

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

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

In cases where a prima facie case for relief is established, temporary subsidies are paid pending full investigation. This is particularly important in the case of imports, for importers receive full protection against increasing overseas prices, which are now the main cause of rising costs in Australia. Importers can ascertain, before placing orders, whether their proposed imports will be regarded as essential. Subsidies are paid in full, immediately on production of documents showing that the goods have arrived, and that the landed costs are higher than the costs which are the basis of existing ceilings.

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

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

It was, therefore, necessary to take special action to control the prices of certain goods, particularly clothing, meat and vegetables.

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

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

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

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

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

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

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

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

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

RETAIL PRICE INDEX-NUMBERS—1939-1945.

WEIGHTED AVERAGE OF SIX CAPITAL CITIES.

(Base: September Quarter, 1939 = 1000.)

Period.	Food.	Rent.	Clothing.	Mis- cellaneous.	All Items "C" Series.
September quarter 1939 ..	1000	1000	1000	1000	1000
" " 1940 ..	1019	1006	1146	1049	1046
" " 1941 ..	1017	1009	1349	1117	1102
" " 1942 ..	1147	1009	1605	1155	1207
March " 1943 ..	1130	1008	1685	1196	1226
June " 1943 ..	1150	1008	1754	1205	1248
September " 1943 ..	1126	1008	1734	1212	1237
December " 1943 ..	1104	1008	1718	1215	1226
March " 1944 ..	1109	1009	1715	1213	1227
June " 1944 ..	1115	1009	1709	1212	1228
September " 1944 ..	1126	1008	1714	1211	1233
December " 1944 ..	1111	1008	1725	1210	1229
March " 1945 ..	1117	1008	1700	1208	1226
June " 1945 ..	1127	1008	1694	1208	1228
September " 1945 ..	1131	1008	1693	1208	1229
December " 1945 ..	1120	1008	1732	1208	1233

D.—WAGES.

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

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

2. *Awards, Determinations and Industrial Agreements.*—The following table gives a summary for each of the years 1940-1944:—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.

State, etc.	1940.		1941.		1942.		1943.		1944.	
	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.
New South Wales	70	22	65	49	72	23	24	11	36	10
Victoria	170	..	262	..	202	..	129	..	110	..
Queensland	34	45	53	16	27	29	17	35	14	29
South Australia	53	7	167	8	160	12	44	7	31	3
Western Australia	31	21	30	18	19	19	6	12	9	9
Tasmania	18	..	21	..	19	..	20	..	16	..
Commonwealth Court	25	13	7	3	52	20	43	17	45	13
Commonwealth Public Service Arbitrator	1	..	5	..	4	..	3	..	4	..
Total	402	108	610	94	555	103	286	82	265	64

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

§ 2. Rates of Wages and Hours of Labour.

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

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

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

2. **Weekly Rates of Wage, 1938 to 1944.**—(i) *General.* The arithmetical average of the rates of wage given in the Appendix referred to is taken for each industrial group. These averages are weighted in accordance with census results to give the average of all occupations for the States and for Australia.

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

WAGE RATES OF ADULT MALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1938 ..	95 0	91 2	95 10	87 1	99 1	88 5	93 5
" " 1941 ..	105 4	104 5	101 9	100 3	110 2	99 3	104 3
" " 1942 ..	118 3	116 7	110 2	112 3	117 7	108 2	115 8
" " 1943 ..	121 3	119 7	116 10	113 9	122 2	116 9	119 5
31st March, 1944 ..	121 2	118 9	116 11	113 4	120 11	116 2	119 0
30th June, 1944 ..	121 2	118 8	116 11	113 4	121 3	116 5	119 0
30th September, 1944 ..	121 3	119 4	117 2	113 3	121 6	115 9	119 3
31st December, 1944 ..	121 4	119 6	118 0	113 7	121 10	116 6	119 6

INDEX-NUMBERS.

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

31st December, 1938 ..	1,854	1,780	1,870	1,700	1,933	1,725	1,823
" " 1941 ..	2,056	2,037	1,985	1,957	2,149	1,937	2,034
" " 1942 ..	2,308	2,275	2,150	2,189	2,294	2,111	2,257
" " 1943 ..	2,366	2,333	2,279	2,219	2,383	2,279	2,329
31st March, 1944 ..	2,364	2,317	2,281	2,211	2,360	2,267	2,322
30th June, 1944 ..	2,364	2,315	2,282	2,211	2,365	2,271	2,322
30th September, 1944 ..	2,366	2,329	2,286	2,210	2,371	2,259	2,327
31st December, 1944 ..	2,367	2,332	2,303	2,216	2,377	2,273	2,332

Except in South Australia in 1933, wages declined in all States during the four years 1930 to 1933, the average rates at 31st December of the latter year being approximately 17 per cent. less than those ruling at the end of 1930. Increases were granted in each of the States during the next six years, the weighted average nominal rate for Australia at 31st December, 1938 being 16 per cent. higher than at the end of 1933. During the war years nominal weekly wages advanced annually in each State, the greatest increase occurring in 1942 (11 per cent. for Australia), followed by an increase of 3 per cent. in the following year, after which they remained comparatively stable. The rate at 31st December, 1944—the highest recorded to that date—was 28 per cent.

higher than at the same date in 1938. At the close of 1944 rates were highest in Western Australia, followed in the order named by New South Wales, Victoria, Queensland, Tasmania and South Australia. The highest weighted average rate for Australia was recorded at 31st December, 1944, namely, 119s. 6d. per week.

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

WAGE RATES OF ADULT MALES.

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

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

Industrial Group.	Weighted Average Nominal Weekly Rate of Wage and Index-number at—							
	31st Dec., 1938.	31st Dec., 1941.	31st Dec., 1942.	31st Dec., 1943.	31st Mar., 1944.	30th June, 1944.	30th Sept., 1944.	31st Dec., 1944.
I. Wood, Furniture, etc. { Wage ..	98/2	108/5	118/2	121/0	120/5	120/9	121/0	121/1
.. { Index-No.	1,916	2,116	2,306	2,362	2,350	2,356	2,361	2,363
II. Engineering, etc. { Wage ..	97/8	110/0	118/11	121/1	120/7	120/7	121/1	121/2
.. { Index-No.	1,906	2,147	2,321	2,363	2,353	2,354	2,363	2,364
III. Food, Drink, etc. { Wage ..	95/2	106/1	114/3	117/8	117/4	117/5	117/10	118/0
.. { Index-No.	1,857	2,071	2,229	2,297	2,289	2,290	2,300	2,303
IV. Clothing, Boots, etc. { Wage ..	91/9	105/7	116/10	119/7	119/3	118/8	119/0	119/0
.. { Index-No.	1,790	2,060	2,280	2,334	2,327	2,316	2,321	2,321
V. Books, Printing, etc. { Wage ..	112/0	119/6	131/4	135/4	135/3	134/3	134/3	134/8
.. { Index-No.	2,185	2,332	2,562	2,640	2,639	2,620	2,620	2,627
VI. Other Manu- facturing { Wage ..	94/4	107/0	116/4	118/9	118/2	118/3	118/7	118/8
.. { Index-No.	1,840	2,088	2,270	2,316	2,305	2,307	2,313	2,315
VII. Building .. { Wage ..	104/6	116/11	127/3	128/11	128/5	128/6	129/0	129/1
.. { Index-No.	2,039	2,282	2,484	2,516	2,505	2,507	2,516	2,518
VIII. Mining, etc. .. { Wage ..	108/2	115/1	123/9	126/6	126/2	126/5	126/7	126/11
.. { Index-No.	2,111	2,245	2,415	2,468	2,462	2,467	2,471	2,477
IX. Railways, etc. .. { Wage ..	95/5	108/8	118/9	121/9	121/2	121/2	121/5	121/10
.. { Index-No.	1,862	2,121	2,316	2,376	2,364	2,364	2,370	2,377
X. Other Land Transport { Wage ..	91/7	101/11	110/3	112/0	111/9	111/9	112/1	112/1
.. { Index-No.	1,787	1,989	2,151	2,186	2,181	2,181	2,187	2,188
XI. Shipping, etc. (a) { Wage ..	97/6	106/9	119/9	122/10	122/2	122/2	122/2	122/2
.. { Index-No.	1,902	2,082	2,336	2,397	2,383	2,383	2,383	2,383
XII. Agricultural, etc. (b) { Wage ..	82/3	93/6	111/8	118/11	118/9	118/8	118/9	119/4
.. { Index-No.	1,604	1,825	2,179	2,321	2,318	2,316	2,317	2,328
XIII. Domestic, etc. (b) { Wage ..	88/3	97/10	107/5	109/8	109/3	109/6	109/9	109/9
.. { Index-No.	1,722	1,908	2,095	2,140	2,131	2,136	2,142	2,142
XIV. Miscellaneous .. { Wage ..	90/5	101/2	111/1	114/3	113/10	113/10	114/1	114/5
.. { Index-No.	1,764	1,974	2,167	2,230	2,221	2,221	2,227	2,232
All Industrial Groups .. { Wage ..	93/5	104/3	115/8	119/5	119/0	119/0	119/3	119/6
.. { Index-No.	1,823	2,034	2,257	2,329	2,322	2,322	2,327	2,332

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

The foregoing table shows that the highest average weekly wage at 31st December, 1944, was recorded in Group V. (Books, Printing, etc.), 134s. 8d. per week, followed by Groups VII. (Building), 129s. 1d., VIII. (Mining, etc.), 126s. 11d., XI. (Shipping, etc.), 122s. 2d., IX. (Railways, etc.), 121s. 10d., II. (Engineering, etc.), 121s. 2d. and I. (Wood,

Furniture, etc.), 12s. 1d. The lowest average rate was recorded in Group XIII. (Domestic, etc.), 10s. 9d. Compared with those prevailing at 31st December, 1943, rates of wage decreased in all industrial groups during the first three months of 1944, remained practically stationary on the whole for the next three months, and in most of the groups increased during the second half of the year to rates slightly higher than those recorded at the end of the previous year.

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

WAGE RATES OF ADULT FEMALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 3
" " 1941 ..	57 11	58 4	59 6	55 5	60 4	56 7	58 2
" " 1942 ..	63 10	64 11	66 4	60 3	64 2	61 3	64 4
" " 1943 ..	67 11	70 2	69 9	61 3	66 6	63 3	68 4
31st March, 1944 ..	70 2	73 0	73 5	65 6	65 9	66 9	71 1
30th June, 1944 ..	70 4	72 10	73 3	65 4	65 9	66 7	71 0
30th September, 1944 ..	71 3	73 11	73 4	65 4	65 10	66 8	71 9
31st December, 1944 ..	71 3	73 11	74 1	65 4	65 10	68 6	71 11

INDEX-NUMBERS.

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

31st December, 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
" " 1941 ..	2,133	2,148	2,191	2,038	2,220	2,082	2,141
" " 1942 ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368
" " 1943 ..	2,501	2,582	2,568	2,253	2,446	2,329	2,516
31st March, 1944 ..	2,582	2,688	2,703	2,412	2,419	2,456	2,616
30th June, 1944 ..	2,588	2,682	2,697	2,406	2,419	2,450	2,614
30th September, 1944 ..	2,622	2,720	2,699	2,406	2,422	2,453	2,642
31st December, 1944 ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647

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

Female rates followed the same downward course as male rates from 1930 to 1933. The weekly average nominal wage for Australia fell from 54s. 1d. at 31st December, 1929, to 43s. 5d. at the same date in 1933, a decline of 10s. 8d., or 20 per cent. As with the rates for males, increases were recorded in all States during the next eleven years, and the weighted average rate for Australia at 31st December, 1944, had advanced by 28s. 6d. per week over that ruling on 31st December, 1933, and was 40.3 per cent. above the average at 31st December, 1938. The weighted average rate for Australia at 31st December, 1944, namely, 71s. 11d. per week; was the highest recorded to that date.

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

WAGE RATES OF ADULT FEMALES.

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

Date.	Industrial Group.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I, II, V, and VI. All Other Manufacturing.	XIII. Domestic, etc.(a)	XIV. Miscel- laneous.	All Groups.
RATES OF WAGE.						
31st December, 1938..	s. d. 47 1	s. d. 49 9	s. d. 50 6	s. d. 52 11	s. d. 54 6	s. d. 51 3
" " 1941..	53 5	57 4	58 0	58 9	60 7	58 2
" " 1942..	59 8	63 11	64 7	63 4	67 1	64 4
" " 1943..	62 3	66 2	71 5	65 10	75 11	68 4
31st March, 1944 ..	61 9	72 0	71 6	65 9	75 7	71 1
30th June, 1944 ..	62 0	71 8	71 5	66 3	75 7	71 0
30th September, 1944	62 5	72 9	71 9	66 11	75 10	71 9
31st December, 1944	62 7	72 9	71 10	67 1	76 4	71 11

INDEX-NUMBERS.

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

31st December, 1938..	1,732	1,831	1,859	1,947	2,004	1,887
" " 1941..	1,967	2,110	2,134	2,163	2,229	2,141
" " 1942..	2,195	2,354	2,378	2,332	2,468	2,368
" " 1943..	2,291	2,435	2,629	2,424	2,794	2,516
31st March, 1944 ..	2,274	2,659	2,631	2,421	2,782	2,616
30th June, 1944 ..	2,283	2,639	2,628	2,438	2,782	2,614
30th September, 1944	2,298	2,678	2,640	2,464	2,791	2,642
31st December, 1944..	2,304	2,678	2,643	2,470	2,809	2,647

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

During 1944 the rate of wage for female employees in each industrial group showed an increase—IV. (Clothing, etc.), 6s. 7d. per week; XIII. (Domestic, etc.), 1s. 3d. per week; I, II, V, VI. (All other Manufacturing) and XIV. (Miscellaneous), 5d. per week; and III. (Food, etc.), 4d. per week. The weighted average for all groups increased by 3s. 7d. per week.

3. *Relative Hours of Labour and Hourly Rates of Wage, 1938 to 1944.*—(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 1941 to 1944 compared with 1938 are given in the following table, for males and females separately in each State. These particulars relate to (a) the weighted average

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

The general effect of reducing the rates of wages to a common basis (i.e., per hour) is to eliminate 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 years 1941 to 1944, compared with 1938 are given in the table hereunder:—

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

31st December—		Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.									
1938	..	Weekly Wage (a) ..	95/0	91/2	95/10	87/1	99/1	88/5	93/5
		Working Hours (b) ..	44.01	45.75	43.67	46.31	44.34	46.00	44.82
		Hourly Wage (b) ..	2/3	2/0½	2/3	1/10½	2/4	1/11½	2/1½
1941..	..	Weekly Wage (a) ..	105/4	104/5	101/9	100/3	110/2	99/3	104/3
		Working Hours (b) ..	43.68	44.12	43.43	44.49	43.13	44.42	43.83
		Hourly Wage (b) ..	2/5½	2/5	2/5½	2/3½	2/7½	2/3	2/5½
1942..	..	Weekly Wage (a) ..	118/3	116/7	110/2	112/3	117/7	108/2	115/8
		Working Hours (b) ..	43.52	43.94	43.32	44.25	43.11	43.51	43.65
		Hourly Wage (b) ..	2/8½	2/8½	2/7½	2/6	2/9½	2/6½	2/8
1943..	..	Weekly Wage (a) ..	121/3	119/7	116/10	113/9	122/2	116/9	119/5
		Working Hours (b) ..	43.52	43.94	43.18	44.21	43.11	43.37	43.62
		Hourly Wage (b) ..	2/9½	2/8½	2/8½	2/6½	2/10½	2/7½	2/8½
1944..	..	Weekly Wage (a) ..	121/4	119/6	118/0	113/7	121/10	116/6	119/6
		Working Hours (b) ..	43.50	43.91	43.18	44.21	43.16	43.39	43.61
		Hourly Wage (b) ..	2/9½	2/8½	2/8½	2/6½	2/10	2/7½	2/8½
FEMALE WORKERS.									
1938..	..	Weekly Wage ..	51/10	50/7	53/6	47/9	54/4	49/8	51/3
		Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
		Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½
1941..	..	Weekly Wage ..	57/11	58/4	59/6	55/5	60/4	56/7	58/2
		Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
		Hourly Wage ..	1/3½	1/3½	1/4½	1/3	1/4½	1/3½	1/3½
1942..	..	Weekly Wage ..	63/10	64/11	66/4	60/3	64/2	61/3	64/4
		Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
		Hourly Wage ..	1/5½	1/3½	1/6	1/4½	1/5½	1/4½	1/5½
1943..	..	Weekly Wage ..	67/11	70/2	69/9	61/3	66/6	63/3	68/4
		Working Hours ..	43.88	44.19	44.00	44.00	44.00	44.00	44.03
		Hourly Wage ..	1/6½	1/7	1/7	1/4½	1/6½	1/5½	1/6½
1944..	..	Weekly Wage ..	71/3	73/11	74/1	65/4	65/10	68/6	71/11
		Working Hours ..	43.88	44.19	44.00	43.99	44.00	44.00	44.03
		Hourly Wage ..	1/7½	1/8	1/8½	1/5½	1/6	1/6½	1/7½

(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 1943 and 1944 there were slight reductions in most of the States, the most noticeable being in respect of Queensland and Tasmania males. The weighted averages for Australia at 31st December, 1944, were 43.61 hours for males and 44.03 hours for females. The effect of changes in hours of labour on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers for all classes combined given in the following table. It should be noted that these comparative index-numbers for males and females are on the 1914 base as against the 1911 base of the earlier tables for adult males. This is because there is no tabulation for adult female rates prior to 1914 :—

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.								
1938..	{ Weekly Wage ..	1,725	1,656	1,740	1,581	1,799	1,605	1,696
	{ Hourly Wage (a) ..	1,935	1,741	1,934	1,638	1,968	1,671	1,840
1941..	{ Weekly Wage ..	1,913	1,896	1,847	1,821	2,000	1,802	1,893
	{ Hourly Wage (a) ..	2,138	2,071	2,092	1,956	2,240	1,938	2,098
1942..	{ Weekly Wage ..	2,147	2,117	2,000	2,037	2,134	1,964	2,100
	{ Hourly Wage (a) ..	2,339	2,302	2,232	2,153	2,381	2,165	2,295
1943..	{ Weekly Wage ..	2,202	2,170	2,121	2,065	2,217	2,120	2,167
	{ Hourly Wage (a) ..	2,401	2,342	2,307	2,183	2,448	2,260	2,352
1944..	{ Weekly Wage ..	2,202	2,170	2,143	2,062	2,212	2,115	2,170
	{ Hourly Wage (a) ..	2,405	2,343	2,329	2,173	2,443	2,254	2,355
FEMALE WORKERS.								
1938..	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,164	1,991	2,084
1941..	{ Weekly Wage ..	2,133	2,148	2,191	2,038	2,220	2,082	2,141
	{ Hourly Wage ..	2,387	2,387	2,444	2,274	2,477	2,324	2,387
1942..	{ Weekly Wage ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368
	{ Hourly Wage ..	2,630	2,657	2,726	2,473	2,636	2,517	2,642
1943..	{ Weekly Wage ..	2,501	2,582	2,568	2,253	2,446	2,329	2,516
	{ Hourly Wage ..	2,798	2,869	2,866	2,514	2,730	2,599	2,806
1944..	{ Weekly Wage ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647
	{ Hourly Wage ..	2,934	3,024	3,042	2,685	2,703	2,813	2,952

(a) See footnote to following table.

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

4. **Weighted Average Nominal Weekly Hours of Labour, Adult Males.**—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult male workers in each State and Australia at 31st December, 1941 to 1944 compared with 1938.

HOURS OF LABOUR.

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
1938..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	44.01 899	45.75 935	43.67 893	46.31 946	44.34 906	46.00 940	44.82 916
1941..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.68 893	44.12 902	43.43 888	44.49 909	43.13 881	44.42 908	43.83 896
1942..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.52 889	43.94 898	43.32 885	44.25 904	43.11 881	43.51 889	43.65 892
1943..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.52 889	43.94 898	43.18 882	44.21 904	43.11 882	43.37 886	43.62 891
1944..	{ Weighted average weekly hours of labour (a) .. Index-numbers ..	43.50 889	43.91 897	43.18 882	44.21 904	43.16 882	43.39 887	43.61 891

(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 1944—States.* The following table shows for the period 1901 to 1944 the weighted average nominal weekly rates of wage payable for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital cities. The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages

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

NOMINAL WAGE INDEX-NUMBERS : ADULT MALES.

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

State.	1901.	1911.	1914.	1921.	1929.	1933.	1938.	1940.	1941.	1942.	1943.	1944.
New South Wales	858	1,003	1,093	1,862	2,012	1,638	1,829	1,920	2,024	2,210	2,357	2,365
Victoria ..	796	985	1,062	1,803	1,964	1,502	1,755	1,805	1,984	2,172	2,330	2,323
Queensland ..	901	997	1,035	1,879	1,976	1,720	1,854	1,903	1,981	2,091	2,207	2,288
South Australia ..	819	1,013	1,061	1,997	1,891	1,423	1,688	1,704	1,897	2,065	2,212	2,212
Western Australia	1,052	1,152	1,223	1,832	1,960	1,584	1,876	1,999	2,100	2,215	2,349	2,368
Tasmania ..	719	799	1,027	1,745	1,840	1,519	1,718	1,787	1,895	2,057	2,196	2,268
Australia ..	843	1,000	1,081	1,826	1,972	1,584	1,799	1,889	1,997	2,164	2,309	2,326

(iii) *Effective or Real Wage Index-numbers in each State, 1901-1944.* 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.	1933.	1937.	1938.	1939.	1940.	1941.	1942.	1943.	1944.
New South Wales	925	1,073	1,130	1,186	1,168	1,207	1,207	1,187	1,187	1,204	1,234
Victoria	954	1,084	1,164	1,147	1,155	1,180	1,180	1,167	1,187	1,190	1,233
Queensland	1,022	1,227	1,290	1,382	1,277	1,311	1,306	1,264	1,240	1,221	1,241
South Australia	914	1,034	1,099	1,086	1,128	1,146	1,147	1,136	1,158	1,159	1,209
Western Australia	1,043	1,096	1,152	1,177	1,242	1,281	1,308	1,293	1,279	1,259	1,282
Tasmania	902	984	1,108	1,110	1,141	1,167	1,153	1,139	1,142	1,150	1,184
Australia	1,000	948	1,087	1,151	1,187	1,178	1,209	1,211	1,190	1,194	1,196	1,231

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, 1901-1944.* In the following table similar index-numbers are given for Australia as a whole. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the Six Capital Cities and multiplying by 1,000.

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

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

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., Relative Purchasing Power over Regimen of—	
		"A" Series (Food, Groceries and Rent of All Houses).	"C" Series (All Items).	"A" Series.	"C" Series.
1901	848	880	..	964	..
1910	955	970	..	985	..
1911	1,000	1,000	(1,000)	1,000	(1,000)
1916	1,144	1,324	1,319	864	867
1917	1,226	1,318	1,406	930	872
1918	1,270	1,362	1,501	932	846
1919	1,370	1,510	1,695	907	808
1920	1,627	1,785	1,935	911	841
1921	1,826	1,697	1,680	1,076	1,087
1922	1,801	1,600	1,619	1,126	1,112
1923	1,805	1,700	1,664	1,062	1,085
1924	1,840	1,681	1,637	1,095	1,124
1925	1,861	1,722	1,654	1,081	1,125
1926	1,914	1,786	1,677	1,072	1,141
1927	1,946	1,766	1,662	1,102	1,171
1928	1,963	1,760	1,675	1,115	1,172
1929	1,972	1,822	1,713	1,082	1,151
1930	1,939	1,683	1,618	1,152	1,198
1931	1,752	1,479	1,448	1,185	1,210
1932	1,639	1,403	1,377	1,168	1,190
1933	1,584	1,345	1,335	1,178	1,187
1934	1,590	1,385	1,355	1,148	1,173
1935	1,612	1,420	1,380	1,135	1,169
1936	1,638	1,461	1,409	1,121	1,162
1937	1,707	1,507	1,448	1,133	1,178
1938	1,799	(a)	1,488	(a)	1,209
1939	1,846	(a)	1,526	(a)	1,211
1940	1,889	(a)	1,588	(a)	1,190
1941	1,997	(a)	1,673	(a)	1,194
1942	2,164	(a)	1,809	(a)	1,196
1943	2,309	(a)	1,876	(a)	1,231
1944	2,326	(a)	1,867	(a)	1,246

(a) Not available.

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

§ 3. Basic Wages in Australia.

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

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

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

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

† *Ibid.*

‡ See page 423 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit".

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

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

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

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

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

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

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

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

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

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

COMPARISON OF BASIC RATES AWARDED FOR CAPITAL CITIES.

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

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

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" and the "D" Series to the "C" Series of Index-numbers. 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 rates in Column 2 for the capital cities on the basis of their respective index-numbers. In effect, the new rate for the Six Capital Cities was the same as that previously paid under the "A" Series, without the "Powers' 3s.," and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the "A" Series, owing to the different relationship of towns under the "A" and the "C" Series.

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

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

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

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

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

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

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

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

The "loadings" 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 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.

* Legislation covering a scheme to become operative on 1st July, 1941, was actually passed by the Commonwealth Parliament on 3rd April, 1941—see page 429 for details.

(vi) *Current Commonwealth Basic Wage Rates.* The basic wage rates of the Commonwealth Court for adult males, including the "loadings" granted in 1937, operative at 1st May, 1946, are as follows:—

	s.	d.		s.	d.	
New South Wales—			South Australia—			
Sydney	99	0	Adelaide	94	0	
Newcastle	99	0(a)	Five Towns	94	0	
Broken Hill	103	0				
Five Towns	99	0	Western Australia—			
			Perth	94	0	
Victoria—			Kalgoorlie	102	0	
Melbourne	98	0(b)	Geraldton	99	0	
Geelong			Five Towns	95	0	
Warrnambool						
Mildura						
Yallourn	104	6(c)	Tasmania—			
Five Towns	98	0	Hobart	95	0	
			Launceston	92	0	
			Queenstown	95	0	
			Five Towns	94	0	
Queensland—			Thirty Towns	97	0	
Brisbane	94	0	Six Capital Cities	97	0	
Five Towns	94	0				

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

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. **Basic Wage Rates for Females.**—Reference should be made to the Labour Report for 1943 (page 75) for a statement of the general principles followed by the Commonwealth Court of Conciliation and Arbitration in fixing basic wage rates for females in relation to those of males, and of the principles followed by the Women's Employment Board. This operated over the period March, 1942 to October, 1944 in respect only of females in war industries employed on work usually performed by males, or on work which, immediately prior to the outbreak of war, was not performed in Australia by any person.

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

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

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

The variations in the living wages determined by the industrial tribunals of New South Wales up to 27th April, 1937, are shown in the following table. Thereafter changes are made automatically in accordance with the procedure outlined in the next paragraph, and the latest current rate payable will be found in the table in sub-par. vi, page 428.

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

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

(a) Rate declared, £1 18s. 6d., but law amended to provide a rate for females at 54 per cent. of that for males. (b) See below.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 421, the Government of New South Wales decided to make the State Basic Wage accord with the Commonwealth rates ruling in the State, and secured an amendment of the Industrial Arbitration Act to give effect thereto. The Act (No. 9 of 1937) was passed on 7th October, 1937, and was to operate from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable, and provision was made for the automatic adjustment of wages in conformity with variations in retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index numbers, shortly known as the "Court" Series of Index-numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act; to define boundaries within which the various rates are to operate; and to specify the appropriate "Court" Series retail price index-numbers to which they are to be related.

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

The latest rates applicable in the metropolitan area from 1st November, 1945, are £4 19s. for males and £2 13s. 6d. for females.

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

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

operation, and each Board determines the minimum rate of wage to be paid in the industry or calling under review. In the majority of cases the practice of the Commonwealth Arbitration Court of adjusting wages in accordance with variations in retail prices has been followed in the past by these bodies. In the case of Victoria, by amendments of the Factories and Shops Act No. 4275 of 1934 and No. 4461 of 1936, it is now obligatory on all Wages Boards to adopt such provisions of Commonwealth Awards which such Boards are 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 98s. per week (operative from 1st August, 1944), and for Hobart 95s. per week (operative from 1st February, 1946). Female rates are roughly 54 per cent. of those rates.

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

BASIC WAGE VARIATIONS IN QUEENSLAND. (State Jurisdiction.)

Date of Operation.	Adult Basic Wage.			
	Male.		Female.	
	£	s. d.	£	s. d.
1st March, 1921	4	5 0	2	3 0
1st March, 1922	4	0 0	2	1 0
28th September, 1925 (a)	4	5 0	2	3 0
1st August, 1930	4	0 0	2	1 0
1st December, 1930	3	17 0	1	19 6
1st July, 1931	3	14 0	1	19 0
1st April, 1937	3	18 0	2	1 0
1st April, 1938	4	1 0	2	3 0
7th August, 1939	4	4 0	2	5 0
31st March, 1941	4	9 0	2	8 0
21st April, 1942 (b)	4	11 0	2	9 6

^a (a) Fixed by Basic Wage Act. 1942—see below for latest rates.

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

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

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

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

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

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

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

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

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

The last-mentioned rates were still operative at 1st May, 1946.

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

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

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

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

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

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

(vi) *Current State Basic Wage Rates.* In the following table are given the current basic wage rates declared by the various State tribunals which were operative on 1st May, 1946:—

BASIC WEEKLY WAGE RATES FIXED BY STATE INDUSTRIAL TRIBUNALS.

State.	Basic Wage.		Date of Operation.	Family Unit (for Male Rate).
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales ..	(a) 4 19 0	(a) 2 13 6	1.11.45	(b)
Victoria (c) ..	4 18 0	2 13 0	1.8.44	(c)
Queensland ..	(d) 4 17 0	2 14 6	2.8.43	Man, wife and three children
South Australia ..	4 14 0	2 6 2	15.10.42	Man, wife and two children
Western Australia ..	(e) 5 1 1	(e) 2 14 7	13.5.46	Man, wife and two children
Tasmania (c) ..	4 15 0	2 11 6	1.2.46	(c)

(a) Sydney, Newcastle, Port Kembla-Wollongong, Broken Hill—males £5 3s., females £2 15s. 6d. Elsewhere, males £4 16s., females, £2 12s. 0d. (b) Commonwealth Basic Wage operative—no defined family unit. (c) None declared, but rates shown are those of Commonwealth Court which are followed to a large extent. (d) South-Eastern Division. Allowances are added for the following Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females. (e) Metropolitan Area. Basic wage for Gold-fields areas and portions of State excluding the South-West Land Division—males, £5 9s. 0d.; females £2 18s. 10d.; South-West Land Division (excluding Metropolitan Area)—males £4 19s. 7d.; females, £2 13s. 9d.

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

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

	£	s.	d.
Sydney	5	17	1
Melbourne	5	16	6
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 sixteen years of age became prominent in Australia following the recommendations of the Royal Commission on the Basic Wage of 1920, and was implemented in Australia as described in the following paragraphs. The system has been in force in various forms in England and on the Continent as far back as 1795, the first instance occurring in England in that year.

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

4. **National Scheme.**—The Commonwealth Government, in June, 1927, called a conference in Melbourne of the Premiers of the several States to consider the question from a national standpoint. The Prime Minister submitted various estimates of 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 7s. 6d. per week (increased from 5s. per week from 26th June, 1945) for all children under the age of sixteen in excess of one child in each family; provided the persons claiming the endowment, and the child in respect of whom the endowment is claimed, have resided in Australia for a period of twelve months preceding the date of claim.

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

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

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

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

A summary of the operations under the Child Endowment Act from 1st July, 1941 to 30th June, 1945, is given on page 248 of Chapter VIII. "Public Benevolence, etc."

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

E.—EMPLOYMENT.

§ 1. Employment.

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

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

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

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

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

TOTAL OCCUPIED PERSONS: AUSTRALIA, 1933 TO 1945.

(Excluding Persons on Paid Strength of Defence Forces.)

(Thousands.)

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

MALES.

1933—June ..	292.4	248.3	540.7	200.0	..	992.1	1,192.1	1,732.8
1939—July ..	300.0	299.0	599.0	202.0	..	1,293.1	1,495.1	2,094.1
1941—July ..	284.0	208.0	492.0	188.0	..	1,363.4	1,551.4	2,043.4
1942—June ..	256.0	137.8	393.8	145.5	..	1,309.5	1,455.0	1,848.8
1943—June ..	261.8	150.2	412.0	120.2	..	1,273.9	1,394.1	1,806.1
1945—June(a) ..	286.5	188.1	474.6	129.8	..	1,294.6	1,424.4	1,899.0

FEMALES.

1933—June ..	15.1	56.1	71.2	3.2	106.7	340.8	450.7	521.9
1939—July ..	16.0	62.0	78.0	4.0	124.5	437.1	565.6	643.6
1941—July ..	14.0	56.8	70.8	6.0	100.0	560.5	666.5	737.3
1942—June ..	12.0	51.9	63.9	16.0	75.0	609.1	700.1	764.0
1943—June ..	11.7	34.4	46.1	28.0	35.9	646.3	710.2	756.3
1945—June(a) ..	16.8	43.3	60.1	23.0	47.6	619.5	690.1	750.2

PERSONS.

1933—June ..	307.5	304.4	611.9	203.2	106.7	1,332.9	1,042.8	2,254.7
1939—July ..	316.0	361.0	677.0	206.0	124.5	1,730.2	2,060.7	2,737.7
1941—July ..	298.0	264.8	562.8	194.0	100.0	1,923.9	2,217.9	2,780.7
1942—June ..	268.0	189.7	457.7	161.5	75.0	1,918.6	2,155.1	2,612.8
1943—June ..	273.5	184.6	458.1	148.2	35.9	1,920.2	2,104.3	2,562.4
1945—June(a) ..	303.3	231.4	534.7	152.8	47.6	1,914.1	2,114.5	2,649.2

(a) Preliminary results of Occupation Survey, 1st June, 1945.

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

breadwinners and partly to the decrease in the number unemployed which decreased by 265,400 from 563,400 to 298,000. During the war years from July, 1939, to June, 1943, the number of males occupied as civilians decreased by 288,000, while females occupied as civilians increased by nearly 113,000, representing a net decrease of 175,000 persons. This decrease, together with decrease of unemployment (272,000), normal increase of breadwinners (91,000) and an abnormal war-time increase of 178,000 breadwinners (persons who would not otherwise have been working), balanced the net intake into the Defence Forces at June, 1943 (716,000).

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

WAGE AND SALARY EARNERS IN EMPLOYMENT, 1933 TO 1945.

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

(Thousands.)

Year and Month.	New South Wales.	Vic-toria.	Queens-land.	South Aus-tralia.	Western Aus-tralia.	Tas-man-ia.	Aus-tralia. (a)
MALES.							
1933—June	380.7	288.6	139.8	80.5	70.1	29.0	992.1
1939—July	529.9	357.6	172.8	106.7	82.9	37.4	1,293.1
1941—July	547.3	403.4	166.4	118.4	82.3	38.6	1,363.4
November	556.3	405.1	168.0	121.9	83.3	39.3	1,381.3
1942—June	534.5	375.5	165.7	116.9	71.7	37.5	1,309.5
1943—June	524.6	355.3	167.5	110.7	70.4	36.9	1,273.9
1945—June(b)	534.2	359.1	168.8	109.6	75.6	39.6	1,294.6
FEMALES.							
1933—June	125.8	118.2	40.5	26.0	20.5	9.1	340.8
1939—July	168.0	142.8	53.2	34.0	26.2	11.6	437.1
1941—July	218.8	187.5	61.7	44.1	31.4	15.3	560.5
November	230.1	194.5	63.9	46.5	32.7	15.3	584.7
1942—June	236.1	200.2	68.8	52.4	33.8	16.3	609.1
1943—June	255.5	207.1	75.6	53.8	35.8	16.8	646.3
1945—June(b)	247.6	193.8	74.9	48.9	35.6	16.6	619.5
PERSONS.							
1933—June	506.5	406.8	180.3	106.5	90.6	38.1	1,332.9
1939—July	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1941—July	766.1	590.9	228.1	162.5	113.7	53.9	1,923.9
November	786.4	599.6	231.9	168.4	116.0	54.6	1,966.0
1942—June	770.6	575.7	234.5	169.3	105.5	53.8	1,918.6
1943—June	780.1	562.4	243.1	164.5	106.2	53.7	1,920.2
1945—June(b)	781.8	552.9	243.7	158.5	111.2	56.2	1,914.1

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

(b) Preliminary results of

Estimates for recent months for Australia, corresponding with the above, together with details for certain industrial groups, are published regularly in the *Monthly Review of Business Statistics*.

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

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that in 1944-45 factory employment was 38 per cent. higher than average employment for the three years ended 1938-39.

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

The index shows that in Australia in June, 1945 employment in retail stores was 14 per cent. lower than in July, 1941.

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

§ 2. Unemployment.

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

UNEMPLOYMENT (ALL CAUSES) : AUSTRALIA.

Year and Month.	Wage and Salary Earners Unemployed.			Percentage of Wage and Salary Earners Unemployed.		
	Males.	Females.	Total.	Males.	Females.	Total.
	'000.	'000.	'000.	%	%	%
1911—April (Census)	48.0	8.3	56.3	4.3	2.7	4.0
1921—April "	139.4	21.5	160.9	10.7	5.7	9.6
1933—June (a) "	460.3	103.1	563.4	27.9	19.1	25.8
1939—July (b)	264.0	34.0	298.0	15.0	5.7	12.6
1943—June (c)	19.5	6.3	25.8	1.4	0.9	1.2
1945—June (d)	39.9	16.2	56.1	2.7	2.3	2.6

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

In 1939, the National Register recorded men aged 18 to 64 years who were unemployed, but the numbers of these were adjusted on account of men who failed to make National Register returns. This information, in conjunction with other data available from various sources, provided an estimate of the total number of males and females unemployed in July, 1939.

The unemployed have been estimated to be approximately 12½ per cent. in July, 1939, 4 per cent. in July, 1941, 1 per cent. in June, 1943, and 2½ per cent. in June, 1945, calculated as a proportion of all available wage and salary earners excluding those absent in the defence forces, but including persons who have become wage and salary earners as a result of war conditions. Under conditions of intensive mobilization of man-power resources for war-time purposes, involuntary unemployment in 1943 and 1945 was practically nil, and unemployment then existing was almost entirely due to sickness, accident, etc. Owing to absence of specific definition on the civil registration card, the numbers unemployed, as recorded and stated above, cannot be regarded as comparable with Census figures.

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

670,000, consisting predominantly of males and representing about 56 per cent. of the total trade union membership, and between 20 and 25 per cent. of all wage and salary earners. Unemployment returns are not collected from unions the members of which are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few of the unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are closely in touch with the members and with the state of trade within their particular industries. In many cases unemployment registers are kept, and provision is made in the rules for payment of reduced subscriptions by members out of work. Seasonal fluctuations in unemployment have been provided for by collecting returns quarterly since 1st January, 1913. The quarterly figures relate to persons who were out of work for three days or more during a specified week in each quarter and exclude persons out of work through strikes and lock-outs, except those outside the industry who are indirectly affected. The yearly figures quoted represent the average of the four quarters.

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

(ii) *Summary for Australia, 1938 to 1944.* The following table gives a summary for Australia for the last seven years and quarterly for the years 1939 and 1942 to 1944. Particulars of unemployment percentages for later periods will be found in the Appendix and at intervals since 1911 on page 451:—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1938 Year	390	466,325	40,138	8.7
1939 "	396	476,918	45,967	9.7
1940 "	394	491,352	39,116	8.0
1941 "	395	536,660	20,013	3.7
1942 "	394	613,534	9,754	1.6
1943 "	390	678,713	7,545	1.1
1944 "	389	681,684	8,073	1.2
1939 March Quarter	395	474,277	45,545	9.6
June "	398	477,149	45,183	9.5
September "	397	478,000	48,888	10.2
December "	392	478,245	44,253	9.3
1942 March "	394	588,525	10,767	1.8
June "	394	603,066	10,296	1.7
September "	394	617,076	9,603	1.6
December "	394	645,467	8,350	1.3
1943 March "	391	665,334	8,021	1.2
June "	390	680,292	7,423	1.1
September "	390	682,557	7,356	1.1
December "	390	686,667	7,381	1.1
1944 March "	390	688,381	6,987	1.0
June "	389	683,463	9,433	1.4
September "	389	680,218	7,947	1.2
December "	389	674,695	7,925	1.2

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, 1943 and 1944.

Industrial Group.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1943.	1944.	1943.	1944.	1943.	1944.	1943.	1944.
Manufacturing—								
I. Wood, Furniture, etc.	16	16	16,196	16,691	166	167	1.0	1.0
II. Engineering, Metal Works, etc.	62	62	207,384	206,365	1,103	2,319	0.6	1.1
III. Food, Drink, Tobacco, etc.	54	54	40,532	41,693	1,248	984	3.1	2.3
IV. Clothing, Hats, Boots, etc.	22	22	59,043	61,921	517	563	0.9	0.9
V. Books, Printing, etc.	12	12	23,175	23,679	44	76	0.2	0.3
VI. Other Manufacturing	64	64	81,710	71,406	775	777	0.9	1.1
VII. Building	46	46	62,590	61,746	819	857	1.3	1.4
VIII. Mining, Quarrying, etc.	22	22	28,538	28,153	1,006	844	3.5	3.0
X. Land Transport other than Railway and Tramway Services	13	13	22,703	23,105	319	376	1.4	1.6
IX., XI., XII., XIII., and XIV. Other and Miscellaneous	70	78	136,833	146,925	1,518	1,110	1.1	0.7
All Groups	390	386	678,713	681,684	7,545	8,073	1.1	1.2

(iv) *States, 1943 and 1944.* 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, 1943 and 1944.

State.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1943.	1944.	1943.	1944.	1943.	1944.	1943.	1944.
New South Wales	112	111	291,827	291,683	3,951	4,608	1.4	1.6
Victoria	77	77	196,784	194,387	1,356	1,634	0.7	0.8
Queensland	45	45	81,901	86,751	976	628	1.2	0.7
South Australia	55	55	61,830	60,210	585	605	0.9	1.0
Western Australia	67	67	32,589	33,655	504	485	1.5	1.4
Tasmania	34	34	13,782	14,998	173	113	1.3	0.7
Australia	390	386	678,713	681,684	7,545	8,073	1.1	1.2

(v) *States, 1938 to 1944.* The following table gives the percentages in each State from 1938 to 1944 :—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : PERCENTAGES.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1938 Year	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1939 "	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1940 "	11.0	5.8	5.5	7.0	5.6	5.2	8.0
1941 "	4.7	2.5	4.5	2.7	2.9	3.3	3.7
1942 "	1.8	1.2	2.3	1.1	1.6	0.8	1.6
1943 "	1.4	0.7	1.2	0.9	1.5	1.3	1.1
1944 "	1.6	0.8	0.7	1.0	1.5	0.8	1.2
1939 March Quarter	10.6	10.8	6.1	9.3	7.3	7.6	9.0
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
1942 March	2.0	1.4	3.2	1.0	1.7	0.7	1.8
June	1.9	1.2	2.6	1.3	1.7	0.6	1.7
Sept.	1.9	1.2	1.8	1.1	1.8	0.9	1.6
Dec.	1.5	0.9	1.6	0.9	1.3	0.8	1.3
1943 March	1.4	0.8	1.5	1.0	1.6	1.3	1.2
June	1.3	0.6	1.3	1.0	1.5	1.2	1.1
Sept.	1.3	0.7	1.1	0.9	1.7	1.2	1.1
Dec.	1.4	0.7	0.9	0.8	1.4	1.4	1.1
1944 March	1.3	0.7	0.8	0.9	1.5	0.7	1.0
June	1.9	0.9	0.7	1.3	1.9	0.7	1.4
Sept.	1.6	0.8	0.8	0.9	1.2	0.9	1.2
Dec.	1.6	0.9	0.6	0.9	1.2	0.7	1.2

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, 1943 and 1944.—The following tables give particulars of industrial disputes which either commenced or were current during 1943 and 1944, classified according to industrial groups.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1943.

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.								
I.	Wood, Furniture, etc.	2	2	66	48	114	730	£ 899
II.	Engineering, metal works, etc.	63	334	52,420	2,455	54,875	154,163	146,504
III.	Food, drink, etc.	23	1,509	10,411	143	10,554	56,839	55,247
IV.	Clothing, textiles, etc.	5	35	10,130	117	10,247	35,611	32,447
V.	Books, printing, etc.	1	1	533	..	533	5,339	5,323
VI.	Other manufacturing	18	22	4,066	459	4,525	24,478	24,389
VII.	Building	5	5	17,879	..	17,879	111,561	133,750
VIII.	(a) Coal-mining	544	628	145,864	2,401	148,265	325,352	478,855
	(b) Other mining quarries, etc.	3	3	896	..	896	11,264	17,400
IX.	Railway and tramway services	1	1	129	..	129	645	477
X.	Other land transport	4	4	1,136	..	1,136	1,192	1,194
XI.	Shipping, wharf labour, etc.	7	12	5,764	..	5,764	63,110	70,670
XII.	Pastoral, agricultural, etc.	1	200	750	..	750	750	600
XIII.	Domestic, hotels, etc.	2	2	145	..	145	3,848	1,760
XIV.	Miscellaneous	10	13	565	..	565	1,638	1,554
	Total	689	2,771	250,754	5,623	256,377	796,511	971,069
VICTORIA.								
II.	Engineering, metal works, etc.	13	19	4,572	..	4,572	30,630	25,671
III.	Food, drink, etc.	5	224	2,018	..	2,018	7,938	7,275
IV.	Clothing, textiles, etc.	2	2	99	150	249	2,907	2,073
V.	Books, printing, etc.	1	1	704	..	704	1,408	1,200
VI.	Other manufacturing	9	11	5,126	..	5,126	14,407	10,877
VII.	Building	5	5	664	67	731	8,757	9,669
VIII.	(a) Coal-mining	1	2	70	..	70	140	210
	(b) Other mining quarries, etc.	2	2	1,225	..	1,225	1,225	1,034
IX.	Railway and tramway services	1	4	314	..	314	5,024	4,000
XI.	Shipping, wharf labour, etc.	1	800	4,250	..	4,250	4,250	3,400
XII.	Pastoral, agricultural, etc.	1	1	19,042	217	19,259	76,686	65,409
	Total	40	1,070	19,042	217	19,259	76,686	65,409
QUEENSLAND.								
I.	Wood, furniture, etc.	1	1	2,000	..	2,000	4,000	5,000
II.	Engineering, metal works, etc.	5	5	1,306	..	1,306	16,757	17,260
III.	Food, drink, etc.	7	99	2,528	300	2,828	24,604	24,598
IV.	Clothing, textiles, etc.	1	1	303	..	303	454	235
V.	Other manufacturing	1	3	748	..	748	7,480	8,443
VI.	Building	1	1	1,111	..	1,111	4,444	5,450
VII.	(a) Coal-mining	2	2	51	2	53	213	318
	(b) Other mining quarries, etc.	1	1	918	..	918	918	1,300
IX.	Railway and tramway services	1	1	25	..	25	25	25
XI.	Shipping, wharf labour, etc.	1	1	25	..	25	25	25
	Total	20	114	8,990	302	9,292	58,895	62,629
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	14	17	3,252	66	3,318	5,966	4,569
IV.	Clothing, textiles, etc.	1	1	120	..	120	2,640	1,500
VI.	Other manufacturing	2	3	1,736	..	1,736	2,052	2,193
VII.	Building	2	2	255	..	255	485	475
IX.	Railway and tramway services	2	2	1,563	761	2,324	6,932	3,623
XI.	Shipping, wharf labour, etc.	1	1	35	..	35	35	45
XII.	Pastoral, agricultural, etc.	1	415	600	..	600	1,200	1,000
XIII.	Domestic, hotels, etc.	1	1	41	14	55	110	85
	Total	24	442	7,602	841	8,443	19,420	13,490
WESTERN AUSTRALIA.								
II.	Engineering, metal works, etc.	1	1	652	..	652	7,172	7,975
III.	Food, drink, etc.	2	74	2,227	..	2,227	1,757	1,994
VIII.	(a) Coal-mining	3	3	261	..	261	526	625
	(b) Other mining, quarries, etc.	1	1	19	950	969	28,500	29,500
IX.	Railway and tramway services	1	1	293	..	293	293	390
XI.	Shipping, wharf labour, etc.	1	1	130	..	130	130	183
XIV.	Miscellaneous	1	1	12	..	12	60	66
	Total	10	82	1,504	950	2,544	38,438	40,733

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1943—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
TASMANIA.								
III.	Food, drink, etc.	1	1	13	..	13	26	£ 15
VI.	Other manufacturing	1	1	33	142	175	175	161
	Total	2	2	46	142	188	201	176
AUSTRALIA.								
I.	Wood, furniture, etc.	3	3	2,066	48	2,114	4,730	5,899
II.	Engineering, metal works, etc.	96	376	62,202	2,521	64,723	214,688	201,979
III.	Food, drink, etc.	38	1,907	15,197	443	15,640	91,164	89,129
IV.	Clothing, textiles, etc.	9	39	10,652	267	10,919	41,612	36,255
V.	Books, printing, etc.	2	2	1,237	..	1,237	6,738	6,523
VI.	Other manufacturing	31	40	11,709	601	12,310	48,592	46,063
VII.	Building	13	13	19,909	67	19,976	125,247	149,344
VIII.	(a) Coal-mining	550	635	146,246	2,403	148,649	326,231	480,008
	(b) Other mining, quarries, etc.	4	4	915	950	1,865	39,704	46,900
IX.	Railway and tramway services	7	7	4,128	761	4,889	10,013	6,824
X.	Other land transport	4	4	1,136	..	1,136	1,192	1,194
XI.	Shipping, wharf labour, etc.	11	19	6,268	..	6,268	68,324	74,923
XII.	Pastoral, agricultural, etc.	3	1,415	5,600	..	5,600	6,200	5,000
XIII.	Domestic, hotels, etc.	3	3	186	14	200	3,958	1,845
XIV.	Miscellaneous	11	14	577	..	577	1,698	1,620
	Total (a)	785	4,481	288,028	8,075	296,103	990,151	1,153,506

(a) The following disputes commenced in and were uncompleted at the end of the year 1942, and in respect of "Number of Disputes", and "Establishments Involved" are duplicated in the figures for 1943.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
New South Wales	5	6	881	..	881
Victoria	1	1	448	..	448

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1944.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
NEW SOUTH WALES.								
II.	Engineering, metal works, etc.	57	60	17,495	1,647	19,142	77,556	£ 81,300
III.	Food, drink, etc.	23	23	7,528	546	8,074	24,641	21,413
IV.	Clothing, textiles, etc.	3	3	1,896	67	1,963	2,083	1,997
V.	Books, printing, etc.	2	5	2,379	..	2,379	19,193	20,011
VI.	Other manufacturing	21	26	7,380	206	7,586	20,028	20,808
VII.	Building	3	3	218	..	218	631	711
VIII.	(a) Coal-mining	648	693	151,792	3,973	155,765	378,591	560,757
	(b) Other mining quarries, etc.	5	34	4,400	975	5,375	15,378	18,609
IX.	Railway and tramway services	9	9	521	..	521	703	660
X.	Other land transport	4	4	10,366	..	10,366	10,422	10,830
XI.	Shipping, wharf labour, etc.	10	10	3,686	..	3,686	8,479	10,547
XII.	Pastoral, agricultural, etc.	2	4	114	20	134	406	650
XIII.	Domestic, hotels, etc.	5	18	2,024	741	2,765	10,019	4,039
XIV.	Miscellaneous	9	29	3,208	..	3,208	7,175	8,048
	Total	801	921	213,007	8,175	221,182	575,395	760,380
VICTORIA.								
I.	Wood, furniture, etc.	1	1	45	..	45	90	£ 100
II.	Engineering, metal works, etc.	15	18	2,844	150	2,994	19,872	24,043
III.	Food, drinks, etc.	13	23	4,229	84	4,313	22,508	21,222
IV.	Clothing, textiles, etc.	7	18	848	..	848	9,474	6,885
VI.	Other manufacturing	9	9	1,473	50	1,523	5,416	5,275
VII.	Building	5	10	557	10	567	6,506	6,687
IX.	Railway and tramway services	2	2	2,752	..	2,752	2,752	3,011
XIV.	Miscellaneous	1	8	600	..	600	7,000	6,000
	Total	53	80	13,348	294	13,642	72,618	73,223

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1944—continued.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
QUEENSLAND.								
II.	Engineering, metal works, etc.	3	3	763	..	763	4,470	£ 5,520
III.	Food, drinks, etc.	8	10	4,604	..	4,604	36,819	35,695
IV.	Clothing, textiles, etc.	2	6	507	..	507	776	500
VII.	Building ..	2	2	589	..	589	13,347	14,931
VIII.	(a) Coal-mining ..	6	9	1,923	..	1,923	7,195	10,476
XIV.	Miscellaneous ..	2	2	107	..	107	477	279
	Total ..	23	32	8,493	..	8,493	63,084	67,401
SOUTH AUSTRALIA.								
I.	Wood, furniture, etc.	1	1	25	..	25	37	21
II.	Engineering, metal works, etc.	12	12	7,196	..	7,196	52,046	56,219
III.	Food, drinks, etc.	4	45	1,258	..	1,258	3,300	3,245
VI.	Other manufacturing ..	4	4	590	43	633	1,107	1,227
VII.	Building ..	1	1	120	..	120	720	800
VIII.	(a) Coal-mining ..	1	1	52	..	52	104	122
VIII.	(b) Other mining, quarries, etc.	1	1	59	..	59	59	40
IX.	Railway and tramway services	4	4	8,767	3,187	11,954	17,648	18,285
XI.	Shipping, wharf labour, etc.	1	1	57	..	57	57	61
XIII.	Domestic, hotels, etc.	1	1	126	..	126	1,008	594
	Total ..	30	71	18,250	3,230	21,480	76,086	80,614
WESTERN AUSTRALIA.								
I.	Wood, furniture, etc.	2	9	444	..	444	1,484	1,445
II.	Engineering, metal works, etc.	5	24	396	..	396	644	651
VI.	Other manufacturing ..	5	17	549	17	566	3,662	3,879
VIII.	(a) Coal-mining ..	5	5	1,098	..	1,098	3,692	5,005
VIII.	(b) Other mining, quarries, etc.	1	1	19	950	969	45,000	46,000
IX.	Railway and tramway services	5	5	2,607	2,900	5,507	8,210	5,158
XI.	Shipping, wharf labour, etc.	4	11	1,516	..	1,516	26,414	30,623
XIV.	Miscellaneous ..	3	3	532	..	532	878	840
	Total ..	30	75	7,161	3,867	11,028	89,984	93,601
TASMANIA.								
I.	Wood, furniture, etc.	1	1	18	..	18	198	200
II.	Engineering, metal works, etc.	1	1	352	..	352	35,200	36,000
VIII.	(b) Other mining, quarries, etc.	1	1	49	..	49	49	60
XI.	Shipping, wharf labour, etc.	1	1	114	..	114	228	250
	Total ..	4	4	533	..	533	35,675	36,510
AUSTRALIA.								
I.	Wood, furniture, etc.	5	12	532	..	532	1,809	1,766
II.	Engineering, metal works, etc.	93	118	29,046	1,797	30,843	189,788	203,733
III.	Food, drinks, etc.	48	101	17,619	630	18,249	87,268	81,575
IV.	Clothing, textiles, etc.	12	27	3,251	67	3,318	12,333	9,382
V.	Books, printing, etc.	2	5	2,379	..	2,379	19,193	20,011
VI.	Other manufacturing ..	39	56	9,992	316	10,308	30,213	31,189
VII.	Building ..	11	16	1,484	10	1,494	21,204	23,129
VIII.	(a) Coal-mining ..	660	708	154,865	3,973	158,838	389,582	576,360
VIII.	(b) Other mining, quarries, etc.	8	37	4,527	1,925	6,452	60,486	64,709
IX.	Railway and tramway services	20	20	14,647	6,087	20,734	29,313	27,114
X.	Other land transport	4	4	10,366	..	10,366	10,422	10,830
XI.	Shipping, wharf labour, etc.	16	23	5,373	..	5,373	35,178	41,481
XII.	Pastoral, agricultural, etc.	2	4	114	20	134	406	650
XIII.	Domestic, hotels, etc.	6	19	2,150	741	2,891	11,027	4,633
XIV.	Miscellaneous ..	15	42	4,447	..	4,447	14,530	15,107
	Total (a) ..	941	1,192	260,792	15,566	276,358	912,752	1,111,729

(a) The following disputes commenced in, and were uncompleted at the end of the year 1943, and in respect of "Number of Disputes" and "Establishments Involved" are duplicated in the figures for 1944.

State.	Number of Disputes.	Establishments Involved.	Number of Workpeople Involved.		
			Directly.	Indirectly.	Total.
New South Wales ..	1	1	149	..	149
Western Australia ..	1	1	19	950	969

3. **Industrial Disputes, Australia, 1938 to 1944.**—The following table gives particulars of the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages caused by disputes which either commenced or were current during each of the years 1938 to 1944 classified according to industrial groups.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII.(a)). For 1913 the proportion of disputes in the mining industry represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 82 in 1940. For the year 1944 these disputes represented 70 per cent. of the total for that year. In the past five years working days lost through dislocations involving workpeople engaged in coal-mining amounted to 2,540,365, representing 53 per cent. of the total loss of working days during the period :—

INDUSTRIAL DISPUTES : AUSTRALIA.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
			Coal- mining.	Other Mining, etc.			
NUMBER.							
1938	43	3	314	6	4	6	376
1939	20	3	362	4	6	21	416
1940	36	10	286	3	10	5	350
1941	135	12	395	4	18	3	567
1942	120	13	447	1	12	9	602
1943	179	13	550	4	22	17	785
1944	199	11	660	8	40	23	941

WORKPEOPLE INVOLVED.

1938	12,822	4,270	122,379	1,820	1,870	793	143,954
1939	8,818	57	137,792	900	2,017	3,246	152,830
1940	15,986	2,447	167,840	492	3,514	2,318	192,597
1941	96,999	2,294	141,235	2,266	5,188	125	248,107
1942	47,686	1,900	112,031	306	6,468	869	169,263
1943	106,943	19,976	148,649	1,865	12,293	6,377	296,103
1944	65,629	1,494	158,838	6,452	36,473	7,472	276,358

WORKING DAYS LOST.

1938	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1939	108,709	563	291,067	3,805	35,016	19,994	459,154
1940	81,799	32,746	1,371,382	5,068	10,705	5,552	1,507,252
1941	647,730	18,123	275,605	12,882	29,711	123	984,174
1942	187,049	6,453	177,565	1,224	3,924	1,983	378,195
1943	407,324	125,247	326,231	39,764	79,529	11,856	990,151
1944	340,604	21,204	389,582	60,486	74,913	25,963	912,752

ESTIMATED LOSS IN WAGES.

1938	£ 239,222	£ 31,847	£ 973,659	£ 23,103	£ 35,062	£ 927	£ 1,303,820
1939	83,540	424	335,033	4,728	22,114	9,877	452,716
1940	75,108	27,491	1,595,234	6,146	8,333	3,800	1,716,121
1941	616,621	20,238	320,945	15,381	26,795	122	1,000,102
1942	179,880	7,193	260,868	1,400	5,289	1,460	456,090
1943	385,848	149,344	480,008	46,900	82,941	8,465	1,153,506
1944	347,656	23,129	576,360	64,709	79,425	20,450	1,111,729

4. Summary of Disputes (involving Stoppage of Work), 1938 to 1944.—The following table gives particulars of the number of industrial disputes in each State in the years 1938 to 1944 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.		
								E
New South Wales ..	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
	1939	386	460	139,301	9,230	148,531	1,410,183	1,419,330
	1940	313	680	161,766	12,238	174,004	1,238,161	1,430,416
	1941	513	773	213,440	6,671	220,111	778,079	809,879
	1942	552	573	148,203	2,892	151,095	320,135	401,613
	1943	689	2,771	250,754	5,623	256,377	796,511	971,069
	1944	801	921	213,007	8,175	221,182	575,305	760,380
Victoria ..	1938	19	38	7,678	2,612	10,290	104,336	87,595
	1939	10	10	1,989	180	2,169	27,313	19,946
	1940	19	44	8,279	385	8,664	108,035	101,326
	1941	22	595	19,806	311	20,117	139,167	121,193
	1942	20	26	11,979	140	12,119	35,658	31,009
	1943	40	1,070	19,042	217	19,259	76,686	65,409
	1944	53	89	13,348	294	13,642	72,618	73,223
Queensland ..	1938	5	9	2,657	..	2,657	87,539	87,379
	1939	5	6	373	2	375	1,870	1,753
	1940	4	8	3,013	14	3,027	131,628	157,673
	1941	17	113	3,392	280	3,672	47,826	48,574
	1942	6	6	370	52	422	2,702	2,145
	1943	20	114	8,990	302	9,292	58,895	62,629
	1944	23	32	8,493	..	8,493	63,084	67,401
South Australia ..	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
	1940	5	5	2,745	21	2,766	9,506	7,632
	1941	11	51	3,704	..	3,704	17,656	18,700
	1942	13	52	3,617	..	3,617	10,494	11,056
	1943	24	442	7,602	841	8,443	19,420	13,490
	1944	30	71	18,250	3,230	21,480	76,086	80,614
Western Australia ..	1938	7	21	2,994	650	3,644	43,768	43,278
	1939	7	7	1,108	145	1,253	14,100	9,578
	1940	4	153	2,735	288	3,023	7,387	6,396
	1941	3	7	303	..	303	846	931
	1942	8	85	1,797	12	1,809	8,855	9,872
	1943	10	82	1,594	950	2,544	38,438	40,733
	1944	30	75	7,161	3,867	11,028	89,984	93,601
Tasmania ..	1938	2	4	2,200	..	2,200	72,175	72,030
	1939	4	4	53	..	53	166	93
	1940	2	5	216	12	228	10,466	10,641
	1941	..	..	..	..	..	..	..
	1942	2	2	51	..	51	51	45
	1943	2	2	46	142	188	201	176
	1944	4	4	533	..	533	35,675	36,570
Northern Territory ..	1938	1	1	500	..	500	500	400
	1939	2	16	234	40	274	3,642	3,600
	1940	3	4	185	700	885	2,069	2,037
	1941	1	1	200	..	200	600	825
	1942	1	1	150	..	150	300	350
	1943	..	..	..	..	..	..	..
	1944	..	..	..	..	..	..	..
Australia ..	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	505	143,228	9,602	152,830	459,154	455,716
	1940	350	899	178,939	13,658	192,597	1,507,252	1,716,121
	1941	567	1,540	240,845	7,262	248,107	984,174	1,000,202
	1942	602	745	166,167	3,096	169,263	378,195	456,090
	1943	785	4,481	288,028	8,075	296,103	990,151	1,153,506
	1944	941	1,192	260,792	15,566	276,358	912,752	1,111,729

Detailed information in regard to the disputes during the years 1938 to 1944 and previous years is given in the *Labour Reports* issued by this Bureau.

5. Duration of Industrial Disputes, 1943 and 1944.—The following table gives particulars of industrial disputes during 1943 and 1944 according to certain adopted limits of duration :—

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1943 and 1944.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
1943.						
						£
1 day and less	461	167,539	1,855	169,394	168,220	211,654
2 days and more than 1 day	107	32,337	312	32,649	64,278	78,876
3 " " " 2 days	59	18,445	1,606	20,051	59,864	73,869
Over 3 days and less than 1 week (6 days)	64	28,159	2,507	30,666	137,010	175,832
1 week and less than 2 weeks	52	15,041	419	15,460	130,791	141,057
2 weeks " " 4 weeks	30	23,767	403	24,170	264,312	290,058
4 " " " 8 weeks	7	1,330	23	1,353	41,369	52,675
8 weeks and over	5	1,410	950	2,360	124,307	129,485
Total	785	288,028	8,075	296,103	990,151	1,153,506
1944.						
						£
1 day and less	524	136,497	9,856	146,353	143,859	170,389
2 days and more than 1 day	136	39,276	1,994	41,270	77,704	97,995
3 " " " 2 days	67	21,949	772	22,721	67,140	86,073
Over 3 days and less than 1 week (6 days)	87	23,961	6	23,967	105,599	142,327
1 week and less than 2 weeks	90	27,819	826	28,645	250,148	282,699
2 weeks " " 4 weeks	29	10,298	1,137	11,435	195,609	253,177
4 " " " 8 weeks	7	973	25	998	27,693	33,069
8 weeks and over	1	19	950	969	45,000	46,000
Total	941	260,792	15,566	276,358	912,752	1,111,729

6. Causes of Industrial Disputes, 1913 to 1944.—The following table shows the principal causes of the industrial disputes which occurred in 1913, 1938 and 1940 to 1944 :—

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.

Causes of Dispute.	NUMBER.						
	1913.	1938.	1940.	1941.	1942.	1943.	1944.
1. Wages—							
(a) For increase	42	10	16	46	8	27	18
(b) Against decrease	4	2	1	4	2	1	1
(c) Other wage questions	31	67	54	102	107	132	134
2. Hours of Labour—							
(a) For reduction	3	2	..	2	1	5	1
(b) Other disputes re hours	7	1	20	10	8	11	16
3. Trade Unionism—							
(a) Against employment of non-unionists	8	5	2	8	9	6	13
(b) Other union questions	5	43	34	28	24	30	32
4. Employment of particular Classes or Persons	44	106	80	154	139	194	230
5. Working Conditions	51	73	46	81	132	200	266
6. Sympathetic	5	4	7	15	14	21	19
7. Other Causes	8	63	90	117	158	158	211
Total	208	376	350	567	602	785	941

INDUSTRIAL DISPUTES: CAUSES, AUSTRALIA—continued.

Causes of Dispute.	1913.	1938.	1940.	1941.	1942.	1943.	1944.
WORKPEOPLE INVOLVED.							
1. Wages—							
(a) For increase	8,633	967	4,242	12,157	2,150	10,441	4,440
(b) Against decrease ..	563	914	296	848	957	44	300
(c) Other wage questions ..	7,160	21,399	17,841	32,403	32,025	52,055	33,566
2. Hours of Labour—							
(a) For reduction	460	4,050	..	1,432	85	6,905	24
(b) Other disputes re hours ..	1,819	36	7,635	3,720	1,630	5,430	7,912
3. Trade Unionism—							
(a) Against employment of non-unionists	5,370	1,659	254	912	1,797	2,944	3,788
(b) Other union questions ..	1,418	13,247	10,374	10,392	5,302	10,799	7,091
4. Employment of particular Classes or Persons	11,370	30,020	28,955	43,889	41,402	60,391	59,576
5. Working Conditions	10,785	40,206	14,614	30,051	29,908	45,698	73,733
6. Sympathetic	947	1,260	4,973	10,855	7,977	11,593	11,118
7. Other Causes	1,758	30,202	103,473	101,448	46,030	89,803	74,810
Total	50,283	143,954	192,597	248,107	169,263	296,103	276,358

WORKING DAYS LOST.

1. Wages—							
(a) For increase	100,069	32,390	25,590	106,518	7,403	44,079	14,630
(b) Against decrease	9,438	7,340	592	1,368	13,991	44	450
(c) Other wage questions ..	78,183	116,468	92,473	111,258	98,669	154,339	124,256
2. Hours of Labour—							
(a) For reduction	2,774	34,300	..	4,232	85	13,248	72
(b) Other disputes re hours ..	15,111	900	20,977	12,781	2,607	27,351	30,444
3. Trade Unionism—							
(a) Against employment of non-unionists	91,002	2,906	1,866	5,852	5,583	49,398	10,118
(b) Other union questions ..	32,388	80,280	15,553	62,870	9,179	43,851	29,203
4. Employment of particular Classes or Persons	191,723	104,454	105,166	112,360	98,658	274,102	179,521
5. Working Conditions	73,562	744,147	33,709	122,279	66,348	96,171	215,546
6. Sympathetic	24,066	4,440	16,196	18,830	12,593	16,436	81,533
7. Other Causes	5,212	210,369	1,195,130	425,826	63,079	271,132	226,979
Total	623,528	1,337,994	1,507,252	984,174	378,195	990,151	912,752

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

The number of disputes concerning "Wages" in 1944 was 153 representing 16 per cent. of the total. Stoppages concerning "Employment of Particular Classes or Persons" numbered 230, or 24 per cent., those concerning "Working Conditions" 266 or 28 per cent. Disputes classified under these three headings numbered 649, or 68 per cent. of the total dislocations during the year.

7. Results of Industrial Disputes.—The results of industrial disputes during each of the last seven 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.
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..	90	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941
1941..	225	287	24	29	74,856	146,031	11,438	15,062	271,539	522,837	93,424	94,464
1942..	166	393	9	28	48,848	107,656	2,517	8,913	114,540	201,381	13,041	36,973
1943..	202	497	10	74	72,116	190,668	4,481	27,720	279,440	569,522	36,966	74,382
1944(a)	260	603	3	172	73,643	171,347	1,234	28,950	315,216	413,606	11,043	151,471

(a) The following disputes which were incomplete at 31st December, 1944, should be added to the figures for 1944 to effect a balance with those published in the preceding tables:—Victoria, 1 dispute, 24 workpeople, 576 working days lost, South Australia, 1 dispute, 20 workpeople, 320 working days lost; Western Australia, 1 dispute, 1,140 workpeople, 20,520 working days lost.

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

INDUSTRIAL DISPUTES: METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1938.	1940.	1941.	1942.	1943.	1944.(a)
	NUMBER.						
Negotiation—							
Direct between employers and employees or their representatives	119	245	192	245	233	356	387
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	17	12	22	117	100	130
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	19	3	6	9	9	13	19
By reference to Board or Court ..	22	9	7	56	16	30	25
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	4	9	25	57	43	38	72
By filling places of workpeople on strike or locked out ..	13	..	..	3	..	..	..
By closing-down establishment permanently ..	1	..	1	..	..	..	1
By other methods ..	13	92	105	173	178	246	304
Total ..	208	375	348	565	596	783	938
	WORKPEOPLE INVOLVED.						
Negotiation—							
Direct between employers and employees or their representatives	23,357	70,481	55,084	72,865	57,556	101,169	87,122
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	4,845	3,520	5,757	42,072	43,556	34,942
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	6,505	1,844	2,766	3,336	2,259	4,583	12,684
By reference to Board or Court ..	12,774	5,519	2,617	21,788	4,642	15,096	10,970
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	659	21,289	35,203	55,019	14,873	12,251	27,966
By filling places of workpeople on strike or locked out ..	658	..	..	340	..	..	..
By closing-down establishment permanently ..	170	..	13	..	..	..	19
By other methods ..	2,988	38,313	92,866	88,282	46,532	118,330	101,471
Total ..	50,283	142,291	192,069	247,387	167,934	294,985	275,174

(a) See note to previous table.

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

Methods of Settlement.	1913.	1938.	1940.	1941.	1942.	1943.	1944.(a)
WORKING DAYS LOST.							
<i>Negotiation—</i>							
Direct between employers and employees or their representatives	94,400	203,175	152,848	159,347	98,650	244,920	176,569
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	64,220	21,018	42,563	115,727	246,334	150,431
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	187,871	11,796	8,665	14,259	10,112	19,430	46,132
By reference to Board or Court	221,769	326,881	30,420	107,051	18,761	82,112	78,431
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	2,105	629,075	1,032,801	510,277	69,441	53,330	197,599
By filling places of workpeople on strike or locked out	14,139	..	..	5,248	..	..	..
By closing-down establishment permanently	20,400	..	377	..	..	..	209
By other methods	56,509	72,913	252,811	143,519	53,244	314,184	241,965
Total	623,528	1,308,060	1,498,940	982,264	365,935	960,310	891,336

(a) See note to previous table.

The majority of disputes are settled by direct negotiations between employers and employees, the proportion so settled since 1913 ranging between 43 per cent. in 1925 and .78 per cent. in 1937. Of the 938 disputes settled during 1944, 387 or 41 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 between 3 per cent. in 1915 and 22 per cent. in 1913. The proportion in 1944 was 12 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.

F. ASSOCIATIONS.

§ 1. Labour Organizations.

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

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Official Year Book. The latest information available as to registrations is as follows:—New South Wales, 202 industrial unions of employers and 159 industrial unions of employees, the membership not being available in either case; Queensland, 20 industrial unions of employers with approximately 15,000 members, and 77 industrial unions of employees with approximately 199,000 members;

South Australia, 34 organizations of employees with 51,000 members; Western Australia, 34 organizations of employers with 804 members, and 135 organizations of employees with 55,000 members. There is no provision in the South Australian Industrial Acts for the registration of organizations of employers, and in Victoria and Tasmania, where Wages Board systems of wage fixation are in operation, organizations of employers and employees are not required to register. Registration under Commonwealth legislation began in 1906. In that and the four years following, there was but one union of employers; another was registered in 1911. The unions of employees registered in 1906 were 20, with 41,413 members. On 31st December, 1944, there were 40 registered organizations of employers and 153 registered organizations of employees, with a total estimated membership for the latter of approximately 1,092,000.

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 1943 and 1944:—

TRADE UNIONS : BRANCHES AND MEMBERS, 1943 and 1944.

State or Territory.	Number of Separate Unions.		Number of Branches.		Number of Members.	
	1943.	1944.	1943.	1944.	1943.	1944.
New South Wales ..	192	189	592	591	498,169	508,832
Victoria	142	141	382	382	311,791	314,952
Queensland	113	112	308	307	194,225	192,085
South Australia ..	113	112	175	173	107,311	104,892
Western Australia	138	136	207	208	63,880	67,617
Tasmania	73	72	71	71	26,130	26,939
Northern Territory	4	4	..	..	1,406	1,406
Australian Capital Territory ..	15	15	1	1	1,951	2,055
Total	790	781	1,736	1,733	1,204,863	1,218,778
Australia.. .. .	(a) 375	(a) 370	(b) 2,151	(b) 2,144	1,204,863	1,218,778

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

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, excluding branches therein, and each union is counted once only. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organization. In taking the total number of separate unions in Australia (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line, allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches" in the fourth and fifth columns—last line. The scheme of organization of these interstate or

federated unions varies greatly in character, and the number of separate Commonwealth unions does not, therefore, fairly represent the number of practically independent organizations in Australia. In some of these unions the State organizations are bound together under a system of unification and centralized control while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. At the end of 1944 there were, therefore, 370 distinct organizations and interstate groups of organizations in Australia, having 2,144 State branches and sub-branches, and a total of 1,218,778 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 four years compared with 1938. The number of unions specified refers to the number of different unions represented in each State and, while interstate or federated unions are counted once in each State in which they are represented, sub-branches within a State are not counted. Each year since 1939 the number of unions has decreased while membership has increased. Compared with 1939, membership in 1944 had increased by 33 per cent.

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Groups.	1938.	1941.	1942.	1943.	1944.
NUMBER OF UNIONS.					
Manufacturing—	(a)	(a)	(a)	(a)	(a)
I. Wood, Furniture, etc. . .	17 (4)	17 (5)	17 (5)	17 (5)	17 (5)
II. Engineering, Metal Works, etc. . .	63 (22)	63 (22)	62 (22)	61 (22)	61 (22)
III. Food, Drink, Tobacco, etc. . .	70 (34)	73 (34)	68 (33)	67 (33)	66 (30)
IV. Clothing, Hats, Boots, etc. . .	26 (12)	25 (12)	25 (12)	25 (12)	24 (12)
V. Books, Printing, etc. . .	14 (8)	14 (8)	14 (8)	14 (8)	14 (8)
VI. Other Manufacturing . . .	73 (36)	70 (35)	74 (37)	74 (37)	74 (37)
VII. Building . . .	49 (28)	49 (28)	49 (28)	48 (27)	48 (27)
VIII. Mining, Quarrying, etc. . .	15 (12)	19 (13)	18 (13)	18 (13)	18 (13)
IX. Railway and Tramway Services . . .	50 (27)	50 (29)	50 (29)	51 (29)	51 (29)
X. Other Land Transport . . .	13 (6)	13 (6)	13 (6)	12 (5)	12 (5)
XI. Shipping, etc. . .	55 (20)	54 (19)	50 (19)	50 (19)	51 (19)
XII. Pastoral, Agricultural, etc. . .	9 (6)	8 (4)	9 (5)	9 (5)	9 (5)
XIII. Domestic, Hotels, etc. . .	20 (16)	18 (17)	18 (17)	19 (17)	19 (17)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	32 (16)	33 (20)	33 (21)	33 (21)	33 (21)
(ii) Public Service . . .	148 (50)	142 (49)	142 (49)	142 (49)	142 (49)
(iii) Retail and Wholesale . . .	8 (8)	15 (8)	15 (8)	15 (8)	15 (8)
(iv) Municipal, Sewerage and Labouring . . .	16 (12)	20 (11)	20 (12)	20 (12)	20 (12)
(v) Other Miscellaneous . . .	123 (49)	124 (55)	115 (53)	115 (53)	107 (51)
Total	801 (366)	807 (374)	792 (377)	790 (375)	781 (370)

NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc. . .	27,831	28,656	25,017	28,099	29,289
II. Engineering, Metal Works, etc. . .	94,228	153,911	199,693	206,791	209,105
III. Food, Drink, Tobacco, etc. . .	75,753	79,456	77,731	75,361	75,404
IV. Clothing, Hats, Boots, etc. . .	66,427	86,824	96,450	102,406	102,369
V. Books, Printing, etc. . .	21,661	24,049	23,574	23,810	25,127
VI. Other Manufacturing . . .	48,410	86,443	100,069	95,116	84,782
VII. Building . . .	47,953	58,812	69,843	71,645	64,780
VIII. Mining, Quarrying, etc. . .	43,429	47,948	44,462	41,956	40,282
IX. Railway and Tramway Services . . .	104,523	111,922	120,672	121,044	124,763
X. Other Land Transport . . .	18,966	21,290	20,403	21,688	21,920
XI. Shipping, etc. . .	28,780	29,740	32,013	32,342	35,936
XII. Pastoral, Agricultural, etc. . .	38,424	43,242	45,742	37,730	36,168
XIII. Domestic, Hotels, etc. . .	12,835	20,381	20,073	22,167	28,382
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical . . .	37,639	48,451	56,176	65,577	76,645
(ii) Public Service . . .	86,797	102,552	115,954	127,341	122,750
(iii) Retail and Wholesale . . .	34,740	36,416	34,516	35,346	36,781
(iv) Municipal, Sewerage and Labouring . . .	45,126	45,683	47,533	45,205	46,428
(v) Other Miscellaneous . . .	52,233	51,404	52,491	51,239	57,867
Total	885,158	1,075,680	1,182,417	1,204,863	1,218,778

(a) Allowing for interstate duplication.

(iv) *Trade Unions : Numbers of Male and Female Members and Percentage to Total Wage and Salary Earners, Australia.* Prior to 1939, the numbers of male and female wage and salary earners (including unemployed) aged 20 years and over were estimated by increasing the numbers of such persons enumerated at the 1933 Census in ratio to the annual increases in males and females aged 20 to 64 years. Similarly, for wage and salary earners (including unemployed) under 20 years the numbers of such persons at the 1933 Census were increased in ratio to the annual increases in males and females 15 to 19 years. Further, allowance was made for (a) increase in the proportion of females who 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. While the foregoing method of estimation would produce fairly accurate results during normal times, the drastically altered conditions of employment over the period of the recent war necessitated the adoption of more direct methods. For 1939 and subsequent years, therefore, data were obtained largely from the National Register of 1939, the Pay-Roll Tax returns commencing from July, 1941, and the Civilian Register of 1943. Since 1939 the estimated numbers of wage and salary earners include (a) wage earners enlisted in the Defence Forces and (b) persons who were "not gainfully occupied" before the outbreak of war but have since entered wage-earning employment, and (c) persons who have become wage or salary earners during the war but in normal times would be occupied in their own businesses.

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, 1941 to 1944 as compared with 1938. The estimated number of wage and salary earners includes all persons 20 years of age and over in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover, the age at which persons are eligible for membership varies in different unions. The census results are classified in quinquennial age groups, and age 20 years is taken as approximating to the age of admission to membership. A line has also been added showing the estimated numbers of "junior" workers under 20 years of age.

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

Particulars.	1938.	1941.(a)	1942.(a)	1943.(a)	1944.(a)
MALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,488,200	1,671,500	1,727,600	1,749,700	1,707,400
No. of Members of Unions ..	748,749	886,648	943,555	935,997	944,777
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	50.3	53.0	54.6	53.5	55.3
Junior Wage and Salary Earners (under 20)	273,200	278,500	277,400	275,300	272,600
FEMALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	410,900	484,000	520,000	546,000	541,000
No. of Members of Unions ..	136,409	189,032	238,862	268,866	274,001
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	33.2	39.1	45.9	49.2	50.6
Junior Wage and Salary Earners (under 20)	183,900	209,000	220,000	227,000	222,000

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

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

Particulars.	1938.	1941.(a)	1942.(a)	1943.(a)	1944.(a)
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,899,100	2,155,500	2,247,600	2,295,700	2,248,400
No. of Members of Unions ..	885,158	1,075,680	1,182,417	1,204,863	1,218,778
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	46.6	49.9	52.6	52.5	54.2
Junior Wage and Salary Earners (under 20)	457,100	487,500	497,490	502,300	494,600

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

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1943 and 1944 :—

INTERSTATE OR FEDERATED UNIONS: AUSTRALIA, 1943 and 1944.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
1943.						
Number of Unions ..	18	12	17	24	46	117
„ „ Members ..	31,889	37,366	158,248	299,685	534,625	1,061,813
1944.						
Number of Unions ..	16	16	15	24	49	120
„ „ Members ..	29,415	46,870	122,975	302,897	561,562	1,063,719

(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 will be seen, therefore, that at the end of 1944, 120 out of the 370 separate associations and groups of associations in Australia were organized on an interstate basis. The membership of these 120 unions was 1,063,719 or 87 per cent. of the membership of all unions.

3. **Central Labour Organizations.**—In each of the capital cities and in a number of industrial centres elsewhere, delegate organizations consisting of representatives from a group of trade unions have been established. Their revenue is raised by means of a per capita tax on the members of each affiliated union. In most of the towns where such central organizations exist, the majority of the local unions are affiliated with the central organization, which is usually known as the Labour or the Trades Hall Council, or the Labour Federation. In Western Australia a unified system of organization extends over the industrial centres throughout the State. In this State there is a provincial branch of the Australian Labour Party, having a central council and executive, and metropolitan and branch district councils, to which the local bodies are affiliated. The central council, on which all district councils are represented, meets periodically. In the other five States, however, the organization is not so close, and, while provision usually exists in the rules of the central council at the capital city of each State for the organization of district councils or for the representation of the central council on the local councils in the smaller industrial centres of the State, the councils in each State are, as a matter of fact, independent bodies.

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

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

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated thereto, in each State at the end of 1943 and 1944:—

**CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AFFILIATED,
1943 and 1944.**

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	A.C.T.	Total.
1943.								
Number of Councils	7	9	11	2	9	3	1	42
Number of Unions and Branch Unions affiliated	210	256	101	61	274	71	9	982
1944.								
Number of Councils	7	9	11	2	9	3	1	42
Number of Unions and Branch Unions affiliated	224	263	107	64	277	73	15	1,023

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

Between the trade union and the central organization of unions may be classed certain State or district councils organized on trade lines, and composed of delegates from separate unions whose members' interests are closely connected because of their occupations. Delegate councils of bakers, bread carters and mill employees, or of unions connected directly or indirectly with the iron, steel, or brass trades, or with the building trades, may be so classed.

§ 2. Employers' Associations.

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

G.—COMPARATIVE INDEX-NUMBERS.

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

COMPARATIVE INDEX-NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

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

Period.	Retail Price Index-numbers.						Nominal Wages, Adult Males.	Real Wages. (c)	Percentage of Unemployment among Trade Unionists.
	Food and Groceries.	Housing (4 and 5 Rooms). (b)	Food Housing (4 and 5 Rooms) "B" Series.	Clothing.	Miscellaneous.	All Items of Household Expenditure "C" Series.			
Year—				(d) 1,000	(d) 1,000	(d) 1,000	1,000	1,000	%
1911 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	4.7
1914 ..	1,144	1,082	1,121	1,140	1,140	1,140	1,081	948	8.3
1921 ..	1,902	1,410	1,717	1,883	1,537	1,680	1,826	1,087	11.2
1931 ..	1,477	1,473	1,475	1,289	1,481	1,448.	1,752	1,210	27.4
1932 ..	1,425	1,336	1,391	1,215	1,458	1,377	1,639	1,190	29.0
1933 ..	1,342	1,314	1,332	1,190	1,446	1,335	1,584	1,187	25.1
1934 ..	1,400	1,324	1,371	1,187	1,437	1,355	1,590	1,173	20.5
1935 ..	1,442	1,372	1,416	1,184	1,440	1,380	1,612	1,169	16.5
1936 ..	1,475	1,437	1,461	1,197	1,441	1,409	1,638	1,162	12.2
1937 ..	1,521	1,488	1,510	1,226	1,461	1,448	1,707	1,178	9.3
1938 ..	1,584	1,540	1,568	1,253	1,463	1,488	1,799	1,209	8.7
1939 ..	1,657	1,577	1,626	1,271	1,465	1,526	1,846	1,211	9.7
1940 ..	1,679	1,590	1,644	1,445	1,519	1,588	1,889	1,190	8.0
1941 ..	1,693	1,595	1,654	1,690	1,613	1,673	1,997	1,194	3.7
1942 ..	1,843	1,596	1,742	1,977	1,693	1,809	2,154	1,196	1.6
1943 ..	1,855	1,595	1,749	2,177	1,766	1,876	2,309	1,231	1.1
1944 ..	1,834	1,595	1,737	2,168	1,773	1,867	2,326	1,246	1.2
Quarter—									
1938.									
March ..	1,540	1,521	1,534	1,247	1,466	1,467	1,778	1,212	8.0
June ..	1,572	1,534	1,558	1,255	1,461	1,482	1,787	1,206	8.6
September ..	1,616	1,547	1,589	1,256	1,463	1,500	1,806	1,204	9.2
December ..	1,608	1,559	1,589	1,256	1,463	1,501	1,823	1,215	8.9
1939.									
March ..	1,673	1,568	1,631	1,258	1,461	1,524	1,826	1,198	9.6
June ..	1,654	1,575	1,623	1,264	1,463	1,522	1,847	1,214	9.5
September ..	1,645	1,582	1,620	1,264	1,463	1,520	1,854	1,220	10.2
December ..	1,657	1,584	1,628	1,297	1,472	1,536	1,858	1,210	9.3
1940.									
March ..	1,640	1,587	1,620	1,342	1,481	1,542	1,864	1,209	7.9
June ..	1,688	1,589	1,649	1,415	1,518	1,583	1,875	1,184	10.5
September ..	1,676	1,591	1,642	1,450	1,533	1,590	1,903	1,197	7.4
December ..	1,710	1,593	1,663	1,572	1,542	1,635	1,912	1,169	6.2
1941.									
March ..	1,713	1,595	1,666	1,598	1,581	1,651	1,966	1,191	5.3
June ..	1,679	1,595	1,646	1,609	1,594	1,660	1,984	1,195	3.6
September ..	1,673	1,595	1,643	1,705	1,633	1,675	2,002	1,195	3.2
December ..	1,705	1,596	1,662	1,787	1,644	1,707	2,034	1,192	2.9
1942.									
March ..	1,771	1,597	1,701	1,838	1,667	1,716	2,091	1,198	1.8
June ..	1,832	1,596	1,736	1,942	1,673	1,793	2,127	1,186	1.7
September ..	1,887	1,595	1,768	2,028	1,680	1,835	2,182	1,180	1.6
December ..	1,880	1,595	1,764	2,098	1,741	1,860	2,257	1,213	1.3
1943.									
March ..	1,860	1,595	1,752	2,130	1,749	1,863	2,283	1,225	1.2
June ..	1,891	1,595	1,771	2,216	1,763	1,897	2,292	1,208	1.1
September ..	1,853	1,594	1,748	2,192	1,773	1,880	2,331	1,240	1.1
December ..	1,815	1,595	1,726	2,171	1,778	1,864	2,329	1,249	1.1
1944.									
March ..	1,824	1,595	1,731	2,167	1,775	1,864	2,322	1,246	1.0
June ..	1,834	1,595	1,737	2,160	1,773	1,865	2,322	1,245	1.4
September ..	1,852	1,595	1,748	2,166	1,772	1,873	2,327	1,242	1.2
December ..	1,827	1,595	1,733	2,180	1,770	1,867	2,332	1,240	1.2

(a) The index-numbers given in the separate columns of the table cannot be compared with each other in order to show the relative cost of housing, and food and groceries, since the cost in 1911 in each group or combination is made equal to 1,000. (b) See footnote (b) on page 389. (c) Index of nominal weekly wage rates divided by "C" Series index of retail prices. (d) Taken back from true base (November, 1914) by means of the Food and Rent of All Houses ("A" Series) Index.