

CHAPTER XI.—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 retail 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 discontinued.

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 Index 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 Index 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 1905-1949, 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 standards of 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 covered by the Index, 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 Indexes.

1. **General.**—The basic principle of a retail price index 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 relative 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 1,000, and calculating all index-numbers to such base by the proportions which their aggregates bear 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 Index is simply a selected list of items combined in certain proportions for the 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 Index 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 Indexes.**—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 and qualities 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 Indexes.**—Under war-time conditions scarcity of certain types of goods, erratic supply and changes of grade due to standardization 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 regimen. Substitutions of similar kind were necessary at times under normal conditions in order to meet changes of fashion and usage. 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, 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 are neutralized by taking the price of the old item 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 applicable to the items in the regimen, however, have not been changed and continue as in pre-war years. (*See* § 8 (3) hereof.)

During the war the "C" Series Index, as published, measured the aggregate variation in prices of the regimen of items adopted in peace times in peace-time proportion. This ensured comparability of the index on that specific basis. Its practical significance under war conditions was limited because a single index cannot take into account all changes that occur.

If it had been practicable, it would have been 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 have provided 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 Index relating only to food, groceries and housing, continuously available since 1907 ;
- (ii) the "C" Series Index 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 Index comprises only the food, groceries and housing sections of the "C" Series Index.

The "C" Series Index 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, Whyalla and Canberra.

The "C" Series 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 ("C" Series Index) 1914-1948.

The aggregate indexes for November, 1914, 1921 and the years 1929, 1939 and 1943 to 1948 for the Thirty Towns are published in summary form on page 407 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)
1945, September Quarter	..	..	..	1,126 (End of War II.)
1948, December Quarter	..	..	..	1,341

The index reveals 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 war (September, 1939) and March, 1943 (pre-price stabilization) 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. Compared with the March Quarter, 1943, the index-number at the close of the war was practically unchanged. At December Quarter, 1948, the level was over 15 per cent. above that of the 1920 peak period.

Immediately after the outbreak of the war price control was established by the Government 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 1944 and 1945 at the level of March, 1943. This stabilized level was 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 page 414.

The movement in the various groups 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 for the six capital cities as a whole :—

ALL ITEMS (" C " SERIES) RETAIL PRICE INDEX AND ITS " GROUP " INDEX-NUMBERS(a) FOR THE SIX CAPITAL CITIES COMBINED, 1914 TO 1948.

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

Period.	Food and Groceries.	Rent (4 and 5 Rooms). (b)	Food, Groceries and Rent (4 and 5 Rooms) (" B " Series).	Clothing.	Miscellaneous.	All Items (" C " Series) Index.
1914 (c)	641	649	644	754	749	687
1915 (c)	842	659	777	792	786	782
1916 (c)	812	665	760	881	802	795
1917 (c)	836	685	782	992	882	847
1918 (c)	861	722	812	1,097	972	905
1919 (c)	1,026	768	934	1,238	1,036	1,022
1920 (c)	1,209	851	1,082	1,365	1,194	1,166
1921 (c)	950	877	924	1,246	1,010	1,013
1922 (c)	945	929	939	1,052	999	975
1923..	1,009	950	988	1,045	999	1,003
1924..	969	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
1945..	1,034	975	1,009	1,425	1,161	1,126
1946..	1,036	976	1,070	1,505	1,167	1,145
1947..	1,100	977	1,050	1,566	1,199	1,188
1948..	1,256	979	1,145	1,744	1,257	1,295
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
1944—March	1,020	979	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
1945—March	1,028	975	1,005	1,421	1,161	1,123
June	1,037	975	1,011	1,416	1,161	1,125
September	1,040	975	1,013	1,415	1,161	1,126
December	1,030	975	1,007	1,448	1,161	1,129
1946—March	1,036	976	1,010	1,456	1,164	1,134
June	1,042	976	1,014	1,494	1,167	1,145
September	1,029	976	1,006	1,521	1,167	1,146
December	1,037	976	1,011	1,550	1,170	1,156
1947—March	1,071	976	1,032	1,525	1,181	1,165
June	1,088	976	1,042	1,534	1,184	1,174
September	1,104	977	1,052	1,566	1,213	1,192
December	1,138	977	1,073	1,639	1,217	1,221
1948—March	1,190	978	1,105	1,661	1,231	1,248
June	1,229	979	1,129	1,720	1,248	1,278
September	1,274	979	1,156	1,778	1,271	1,311
December	1,330	980	1,190	1,818	1,277	1,341

(a) See footnote (a) on page 401.

(b) See footnote (b) on page 401.

(c) November.

§ 5. Increases in Retail Prices since Outbreak of War in 1939.

1. **Australia.**—The following statement shows for the Six State Capitals and Canberra separately and for the Six State Capitals as a whole, the percentage increases which have taken place in retail prices of items included in the "C" Series Index from September Quarter, 1939 to December Quarter, 1948, 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 45.7 per cent. increase for Sydney 15.3 was due to food and groceries, 0.2 to house rent, 23.4 to clothing and 6.8 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 42.6 per cent., house rents by 0.8 per cent., prices of clothing by 117.7 per cent. and prices of miscellaneous items by 36.2 per cent. These when weighted and combined in the proportions of the "C" Series Index showed a rise of 45.7 per cent. For the Six Capital Cities as a whole the increase over the period shown was 46.4 per cent.

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

PERCENTAGE INCREASES SEPTEMBER QUARTER, 1939 TO DECEMBER QUARTER, 1948.

Group.	Sydney.		Melbourne.		Brisbane.		Adelaide.	
	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.
Food and Groceries	15.3	42.6	16.6	45.4	17.6	49.7	16.6	47.0
House Rent ..	0.2	0.8	0.4	1.8	0.3	1.3	0.4	1.7
Clothing ..	23.4	117.7	23.4	118.8	24.9	117.9	23.2	110.1
Miscellaneous ..	6.8	36.2	6.1	30.7	6.3	30.8	6.8	32.4
Total ..	45.7	45.7	46.5	46.5	49.1	49.1	47.0	47.0

Group.	Perth.		Hobart.		Six State Capitals (a)		Canberra.	
	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.	"C" Series Index.	Group Index.
Food and Groceries	15.2	40.3	19.9	54.6	16.1	44.6	13.8	34.8
House Rent ..	0.2	1.0	0.3	1.2	0.3	1.3	0.2	0.6
Clothing ..	24.3	119.5	23.2	112.1	23.6	117.5	24.0	122.2
Miscellaneous ..	5.9	30.3	5.1	26.7	6.4	32.9	6.6	39.3
Total ..	45.6	45.6	48.5	48.5	46.4	46.4	44.6	44.6

(a) Weighted average Six State Capitals.

The foregoing comparisons refer to two points of time (i.e., the months immediately preceding the war and the closing months of 1948, 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 causes peculiar to the war and post-war period.

2. **International Comparisons.**—The following table shows the increase during this period in Australia and certain other countries. The increases during the first world war have also been included.

RETAIL PRICE INDEX-NUMBERS.

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

Date.	Australia.	United Kingdom.	Canada.	New Zealand.	Union of South Africa.	United States of America.
(A) : 1914-1919.						
1914 July	(a) 100	100	100	100	(b) 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	113	156
1919 "	149	208	155	145	126	175
(a) November. (b) Food, Fuel, Light and Rent. (c) Average for year 1914.						

(B) : 1939-1948.

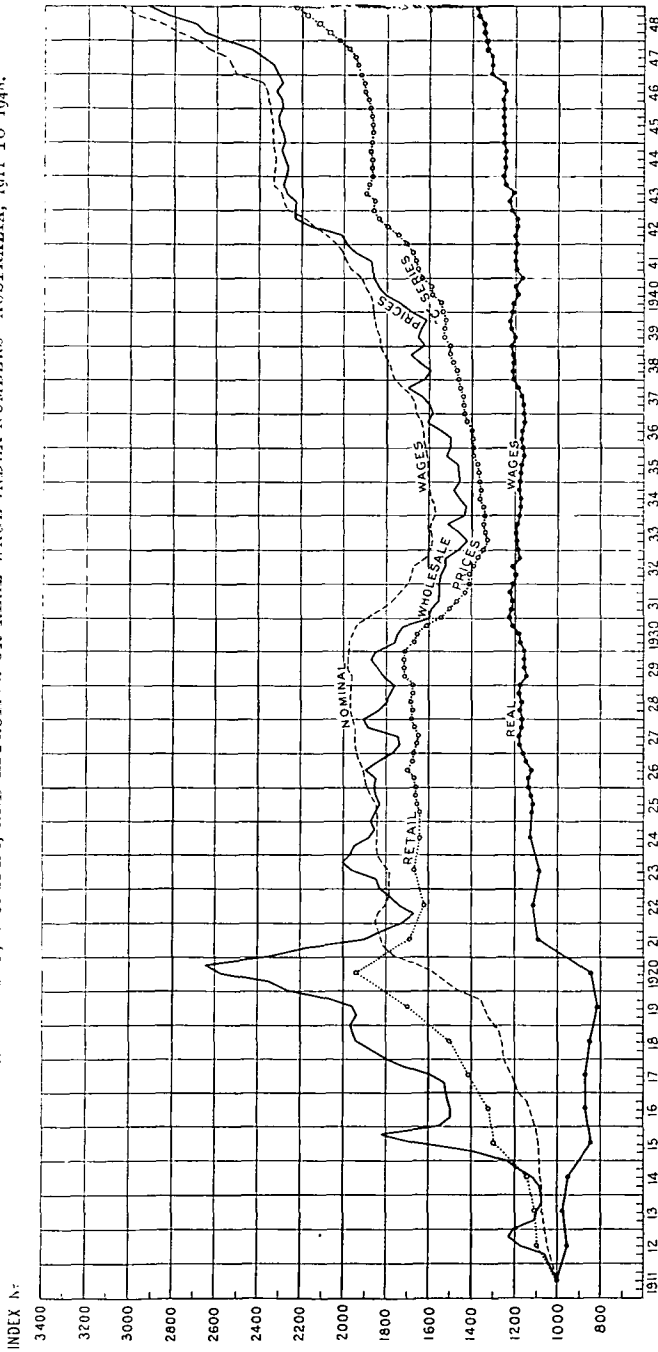
1939—					(a)	
September Quarter ..	100	100	100	100	100	100
1940—Year (c) ..	105	119	105	104	104	100
1941— " (c) ..	110	128	111	108	109	105
1942— " (c) ..	119	129	116	111	118	116
1943— " (c) ..	124	128	117	114	126	123
1944— " (c) ..	123	129	118	(b) 114	130	125
1945— " (c) ..	123	131	119	114	133	127
1946— " (c) ..	125	131	123	115	135	138
1947—						
March Quarter	127	131	127	115	138	153
June " ..	128	131	132	117	141	156
September " ..	130	(d) 101	136	117	142	160
December " ..	133	103	143	123	142	164
Year	130	..	134	118	141	158
1948—						
March Quarter	136	105	149	125	144	167
June " ..	140	109	152	126	148	169
September " ..	143	108	157	125	151	173
December " ..	146	109	158	126	152	171
Year	141	108	154	126	149	170

(a) Food, Rent and Miscellaneous Expenditure. (b) Old Index as varied by new War-time Index (Base : December Quarter, 1942 = 100). (c) Quarterly indexes appear in preceding issues. (d) New series (Base : 17th June, 1947 = 100).

At various stages during the first world war most of these countries introduced some measures of price control. But in the second world war they introduced price control measures at an early stage and these became more stringent as the war progressed, culminating in a policy of price stabilization.

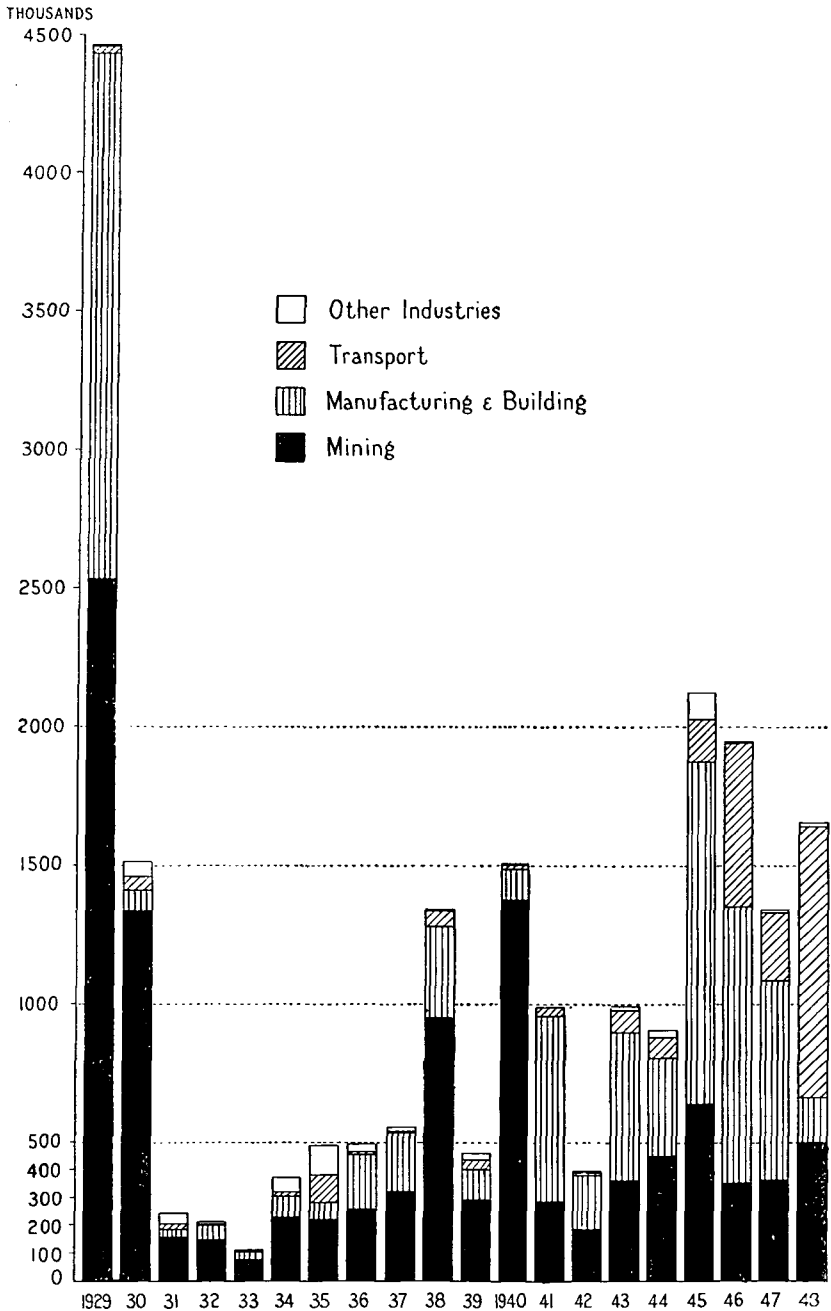
Immediately after the outbreak of war in September, 1939, the Commonwealth Government took steps to control prices, and, by proclamations issued from day to day, pegged prices of various commodities at those ruling on 31st August, 1939. The National Security (Prices) Regulations, proclaimed on 28th September, 1939, under the authority of the National Security Act, established the basic principles of war-time price control, provided for the appointment of a Commonwealth Prices Commissioner and conferred upon him extensive powers to control the price of goods declared for that purpose by the Minister for Trade and Customs. Further reference to this control appears on page 414.

WHOLESALE AND RETAIL PRICES, NOMINAL, AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS--AUSTRALIA, 1911 TO 1948.



EXPLANATION.—The index-numbers in the graph above are for the Six Capital Cities as a whole, with the exception of those for Wholesale Prices up to the fourth quarter of 1927, which are for Melbourne. They are all calculated to the common base 1914 = 1,000, the scale for which appears on the left of the graph. The wholesale prices graph shows the trend of prices according to the "old" Melbourne Index up to the fourth quarter of 1927, but thereafter, this index having been "spliced" with the Basic Materials and Foodstuffs Index, the curve line moves in accordance with the variations of the latter. The price quotations for this index are, in the main, obtained from Melbourne sources, but their movements may be taken as representative of fluctuations in most Australian markets. Points in this graph are plotted quarterly from 1912 onward. The "C" Series Retail Price Index-numbers (food, groceries, rent of 4 and 5-roomed houses, clothing and miscellaneous household expenditure) are shown *quarterly* from 1925. For the period 1911-1914 the "C" Series index-numbers 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 "C" Series Retail Price Index.

INDUSTRIAL DISPUTES, AUSTRALIA, 1929 TO 1948—WORKING DAYS LOST.



EXPLANATION.—The scale refers to working days lost in 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, 1,900,000 in Manufacturing and Building, 30,000 in Transport, and about 3,000 in Other Industries. Total, 4,461,000 days.

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

1. **The Regimen.**—The regimen from which the "C" Series Index is compiled consists of a list of commodities and services which commonly enter into the consumption of the average household, and in respect of which comparative prices can be ascertained with due precision from time to time and from place to place. (See § 2 (3 and 4) 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.
III. Clothing ..	{ E.—Clothing—Man. F.—Clothing—Woman. 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 "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 roomed houses) (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

(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 1923-27 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 pages 32 and 33 of *Labour Report*, No. 37.

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 aggregative 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 these "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 for 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 "weights" 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 items in Clothing (Group III.) and Household Drapery (Section K of Group 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 "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 were not adjusted to take account of war-time shortages or rationing, and the index therefore measured 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 (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 third 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

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. This, however, does not affect the level of the Index at the point of change, but alters the degree of variation registered by the various groups or sections of the Index.

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 expenditure" for successive December quarters has been published in previous issues of this publication, and the figures for December Quarter, 1948 are shown in the fourth column of the table for comparison with those of the *base period* of 1923-27:—

Group.	Section.	Percentage of Aggregate Expenditure.			
		1923-27 (Base). Six Capital Cities.		Dec. Qtr., 1948. Melbourne.	
I. Food and Groceries	{ A Groceries B Dairy Produce .. C Meat	17.44	} 38.66	12.88	} 36.29
		10.28		10.57	
		10.94		12.84	
II. Housing ..	D House Rent— (4 and 5 roomed houses)	21.26	21.26	16.75	16.75
III. Clothing	{ E Man	8.69	} 23.04	10.64	} 29.43
	{ F Woman	9.12		14.25	
	{ G Boy, 10½ years ..	2.89		2.07	
	{ H Girl, 7 years ..	1.36		1.67	
	{ J Boy, 3½ years ..	0.98		0.80	
IV. Miscellaneous	{ K Household Drapery	1.09	} 17.04	1.97	} 17.53
	{ L Household Utensils	0.49		0.67	
	{ M Fuel and Light ..	4.92		4.57	
	{ N Other Miscellaneous	10.54		10.32	
		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* 1923-27, therefore, 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*, and *not* the percentage "weights" of any other period, for example, those shown for December quarter, 1948—which 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 "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, expressed as an index-number of 1,000.

§ 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 towns, e.g., Canberra, for which the "C" Series index-numbers are 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 28 years, quarterly results for the last eight years and monthly figures for the last year. The average prices for the last year of the items of food and groceries, and average house rents for the last six are also published in this report. This publication contains information similar to, but in less detail than, that published in the *Labour Report*.

2. **All Items ("C" Series) Retail Price Index.**—On page 396 is published a table of weighted averages for the six capital cities combined of "C" Series index-numbers, together with index-numbers for each of the four main groups of items in the "C" Series Index for each year 1914 to 1948 and quarterly for the years 1939 and 1944 to 1948.

In the pages immediately following are published :—

- (i) the "C" Series index-number for the last quarter of each year 1939 and 1943 to 1948 (page 405) and for the month of November of each of the years 1914 to 1920 (page 406), for each capital city and for the six capital cities combined, and showing also separate indexes for each of the four main groups of items ; and
- (ii) the "C" Series index-numbers for November, 1914, 1921 and the years 1929, 1939 and 1943 to 1948 (page 407) 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 four 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. 1939 ..	940	942	859	888	926	941	927
" " 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
" " 1945 ..	1,029	1,055	963	1,001	1,051	1,062	1,030
" " 1946 ..	1,047	1,044	996	996	1,052	1,084	1,037
" " 1947 ..	1,138	1,160	1,092	1,112	1,132	1,180	1,138
" " 1948 ..	1,326	1,355	1,280	1,305	1,324	1,416	1,330

GROUP II.—HOUSING (4 AND 5 ROOMED HOUSES).(c)

Dec. Qtr. 1939 ..	1,040	960	855	891	882	930	969
" " 1943 ..	1,042	974	862	893	885	931	975
" " 1944 ..	1,043	973	863	892	886	933	975
" " 1945 ..	1,043	973	863	892	886	934	975
" " 1946 ..	1,043	973	863	895	886	936	976
" " 1947 ..	1,045	974	864	899	887	936	977
" " 1948 ..	1,047	974	866	905	890	938	980

GROUPS I. AND II.—FOOD, GROCERIES AND HOUSING ("B" SERIES) INDEX.

Dec. Qtr. 1939 ..	977	947	855	887	907	935	941
" " 1943 ..	1,023	1,010	914	947	980	1,006	997
" " 1944 ..	1,027	1,015	919	948	983	995	1,002
" " 1945 ..	1,032	1,021	922	957	984	1,010	1,007
" " 1946 ..	1,043	1,014	942	955	985	1,024	1,011
" " 1947 ..	1,099	1,084	1,001	1,026	1,034	1,082	1,073
" " 1948 ..	1,214	1,203	1,116	1,146	1,152	1,226	1,190

GROUP III.—CLOTHING.

Dec. Qtr. 1939 ..	854	862	865	869	840	867	858
" " 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
" " 1945 ..	1,459	1,445	1,446	1,433	1,423	1,447	1,448
" " 1946 ..	1,555	1,551	1,552	1,529	1,548	1,558	1,550
" " 1947 ..	1,639	1,649	1,619	1,618	1,647	1,653	1,639
" " 1948 ..	1,831	1,801	1,817	1,809	1,835	1,807	1,818

GROUP IV.—MISCELLANEOUS.

Dec. Qtr. 1939 ..	943	983	960	1,027	957	945	967
" " 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
" " 1945 ..	1,163	1,158	1,133	1,213	1,139	1,099	1,161
" " 1946 ..	1,175	1,165	1,141	1,222	1,147	1,110	1,170
" " 1947 ..	1,245	1,201	1,157	1,266	1,160	1,140	1,217
" " 1948 ..	1,279	1,273	1,249	1,350	1,242	1,191	1,277

GROUPS I. TO IV.—ALL ITEMS ("C" SERIES) INDEX.

Dec. Qtr. 1939 ..	943	932	874	906	899	919	926
" " 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
" " 1945 ..	1,147	1,137	1,074	1,106	1,107	1,120	1,129
" " 1946 ..	1,177	1,157	1,110	1,128	1,136	1,155	1,156
" " 1947 ..	1,242	1,227	1,163	1,198	1,189	1,216	1,221
" " 1948 ..	1,359	1,345	1,291	1,327	1,316	1,344	1,341

(a) See footnote (a) on page 401.
page 401.

(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.	Mel- bourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals. (b)
GROUP I.—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

GROUP II.—HOUSING (4 AND 5 ROOMED HOUSES). (c)							
Nov. 1914	758	608	463	611	586	525	649
" 1915	780	611	472	574	581	571	659
" 1916	791	625	467	573	592	574	665
" 1917	797	657	492	606	602	586	685
" 1918	832	699	326	656	619	614	722
" 1919	866	744	604	707	650	746	768
" 1920	980	807	634	783	718	904	851

GROUPS I. AND II.—FOOD, GROCERIES AND HOUSING ("B" SERIES) INDEX.							
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	797	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

GROUP III.—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

GROUP IV.—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	1,130	1,200	1,262	1,124	1,194

GROUPS I. TO IV.—ALL ITEMS ("C" SERIES) INDEX.							
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 401. (b) Weighted average. See page 396 for corresponding figures for years 1921 to 1948. (c) See footnote (b) on page 401.

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.	Nov. 1921.	Year 1929.	Year 1939.	Year 1943.	Year 1944.	Year 1945.	Year 1946.	Year 1947.	Year 1948.
NEW SOUTH WALES—										
Sydney ..	712	1,046	1,073	936	1,151	1,144	1,142	1,165	1,212	1,318
Newcastle ..	..	1,041	1,028	901	1,109	1,094	1,100	1,119	1,167	1,279
Broken Hill ..	..	975	1,018	955	1,172	1,179	1,192	1,216	1,257	1,376
Goulburn ..	..	1,033	1,108	916	1,125	1,118	1,114	1,134	1,177	1,291
Bathurst ..	..	947	979	883	1,091	1,088	1,091	1,110	1,162	1,277
FIVE TOWNS (a) ..	..	1,042	1,067	933	1,147	1,140	1,139	1,162	1,208	1,315
VICTORIA—										
Melbourne ..	671	1,003	1,017	924	1,139	1,135	1,135	1,149	1,188	1,294
Ballarat ..	..	992	957	874	1,084	1,083	1,086	1,094	1,132	1,243
Bendigo ..	..	1,002	960	875	1,096	1,101	1,099	1,107	1,141	1,244
Geelong ..	..	1,019	980	911	1,110	1,112	1,113	1,124	1,170	1,278
Warrnambool ..	..	1,034	960	918	1,126	1,129	1,139	1,153	1,186	1,283
FIVE TOWNS (a) ..	..	1,003	1,011	920	1,135	1,131	1,131	1,145	1,184	1,290
QUEENSLAND—										
Brisbane ..	611	923	923	870	1,072	1,071	1,072	1,093	1,137	1,241
Toowoomba ..	..	949	916	858	1,080	1,085	1,087	1,107	1,152	1,246
Rockhampton ..	..	972	904	867	1,073	1,074	1,079	1,096	1,140	1,241
Townsville ..	..	1,025 ^b	939 ^b	918	1,114	1,117	1,114	1,136	1,181	1,282
Bundaberg ..	..	994 ^c	931 ^c	847	1,057	1,057	1,054	1,074	1,115	1,221
FIVE TOWNS (a) ..	..	941	922	871	1,075	1,075	1,075	1,097	1,140	1,244
SOUTH AUSTRALIA—										
Adelaide ..	699	989	1,037	906	1,102	1,098	1,102	1,120	1,165	1,277
Kadina, etc. ..	..	943	810	908	995	999	1,020	1,067	1,166	1,277
Port Pirie ..	..	1,025	980	896	1,087	1,081	1,085	1,106	1,152	1,260
Mount Gambier ..	..	1,029	963	872	1,061	1,064	1,070	1,093	1,134	1,235
Peterborough ..	..	948	1,043	897	1,087	1,087	1,093	1,108	1,152	1,253
FIVE TOWNS (a) ..	..	992	1,030	902	1,097	1,093	1,098	1,116	1,160	1,272
WESTERN AUSTRALIA—										
Perth, etc. ..	707	1,008	1,026	901	1,104	1,105	1,107	1,127	1,161	1,264
Kalgoorlie, etc. ..	..	1,048	1,032	1,066	1,192	1,199	1,202	1,223	1,265	1,368
Northam ..	..	1,030 ^d	1,022	915	1,111	1,113	1,113	1,133	1,171	1,272
Bunbury ..	..	1,045	978	936	1,102	1,110	1,115	1,136	1,173	1,277
Geraldton ..	..	1,056	1,051	965	1,165	1,176	1,170	1,187	1,221	1,327
FIVE TOWNS (a) ..	..	1,020	1,026	915	1,112	1,113	1,116	1,136	1,170	1,273
TASMANIA—										
Hobart ..	687	1,070	1,000	908	1,117	1,105	1,107	1,138	1,178	1,292
Launceston ..	..	1,067	967	888	1,078	1,067	1,072	1,099	1,147	1,254
Burnie ..	..	1,003 ^e	966	879	1,088	1,065	1,063	1,093	1,132	1,232
Devonport ..	..	904 ^f	948	861	1,053	1,040	1,045	1,079	1,119	1,220
Queenstown ..	..	1,031	972	903	1,096	1,102	1,110	1,139	1,179	1,280
FIVE TOWNS (a) ..	..	1,057	986	898	1,101	1,089	1,092	1,121	1,164	1,274
THIRTY TOWNS (a) ..	..	1,013	1,026	917	1,127	1,122	1,123	1,142	1,185	1,292
SIX CAPITALS (a) ..	..	687	1,013	1,033	920	1,131	1,126	1,126	1,145	1,295
Warwick (Q.) (g) ..	..	994	931	834	1,055	1,061	1,064	1,087	1,138	1,234
Port Augusta (S.A.) (g) ..	..	1,035	1,061	883	1,076	1,076	1,084	1,105	1,157	1,267
Whyalla (S.A.) (g) ..	..	..	..	..	..	..	..	..	1,175	1,277
Canberra (A.C.T.) (g) ..	..	..	..	956	1,168	1,153	1,149	1,170	1,210	1,327

(a) Weighted average. (b) Charters Towers. (c) Warwick. (d) Midland Junction.
(e) Zeehan. (f) Beaconsfield. (g) Not included in weighted averages above.

3. "B" Series Retail Price Index: 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 tables following 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 the 5 towns in 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.)

Town.	1907.	1911.	1914.	1921.	1939.	1944.	1945.	1946.	1947.	1948.
SECTION A.—GROCERIES.										
Sydney ..	510	574	627	1,115	994	965	965	969	1,026	1,167
Melbourne ..	461	521	562	1,070	957	924	926	929	991	1,153
Brisbane ..	547	614	607	1,105	944	934	933	935	994	1,165
Adelaide ..	510	541	598	1,076	939	939	941	944	995	1,114
Perth ..	572	720	628	1,103	966	963	964	966	1,032	1,183
Hobart ..	501	566	604	1,087	947	925	930	934	991	1,143
Six Capitals (b) ..	499	564	599	1,093	969	946	946	950	1,008	1,161

SECTION B.—DAIRY PRODUCE.										
Sydney ..	551	574	656	1,080	851	960	958	956	977	1,165
Melbourne ..	571	567	635	1,087	885	970	966	965	998	1,189
Brisbane ..	495	581	588	983	793	932	932	930	955	1,115
Adelaide ..	548	651	705	1,018	800	895	895	893	928	1,136
Perth ..	709	733	735	1,152	870	982	983	981	1,000	1,166
Hobart ..	564	587	695	1,091	844	968	966	963	989	1,181
Six Capitals (b) ..	563	591	654	1,072	853	956	954	952	978	1,165

SECTION C.—MEAT.										
Sydney ..	519	501	668	960	935	1,158	1,190	1,202	1,343	1,456
Melbourne ..	557	485	663	1,030	968	1,279	1,307	1,288	1,365	1,502
Brisbane ..	535	488	610	897	822	1,026	1,032	1,079	1,223	1,343
Adelaide ..	553	541	784	1,095	929	1,151	1,178	1,188	1,288	1,423
Perth ..	789	824	881	1,103	958	1,239	1,251	1,248	1,290	1,411
Hobart ..	668	638	780	1,244	961	1,233	1,257	1,338	1,446	1,662
Six Capitals (b) ..	558	522	691	1,010	936	1,190	1,217	1,223	1,332	1,458

SECTIONS A, B AND C COMBINED.—FOOD AND GROCERIES.										
Sydney ..	523	553	646	1,062	936	1,025	1,035	1,039	1,110	1,258
Melbourne ..	517	523	610	1,063	942	1,049	1,057	1,052	1,110	1,274
Brisbane ..	530	509	603	1,014	864	965	966	981	1,055	1,208
Adelaide ..	532	570	679	1,066	897	993	1,002	1,006	1,067	1,230
Perth ..	670	753	728	1,166	938	1,056	1,060	1,059	1,104	1,251
Hobart ..	565	592	678	1,133	923	1,035	1,043	1,069	1,132	1,316
Six Capitals (b) ..	533	559	640	1,064	927	1,026	1,034	1,036	1,100	1,256

SECTION D.—HOUSING (4 AND 5 ROOMED HOUSES).(c)										
Sydney ..	593	701	760	989	1,035	1,043	1,043	1,043	1,044	1,047
Melbourne ..	455	569	628	820	955	974	973	973	974	974
Brisbane ..	283	373	466	630	854	863	863	963	864	866
Adelaide ..	510	706	655	809	888	892	892	894	897	903
Perth ..	458	524	589	739	881	886	886	886	887	889
Hobart ..	405	452	518	881	925	932	933	936	936	937
Six Capitals (b) ..	497	612	662	862	965	976	975	976	977	979

ALL SECTIONS COMBINED.—FOOD, GROCERIES AND HOUSING ("B" SERIES INDEX).										
Sydney ..	548	606	687	1,036	972	1,030	1,036	1,038	1,082	1,173
Melbourne ..	495	539	616	977	945	1,017	1,022	1,019	1,054	1,154
Brisbane ..	442	500	554	877	858	923	924	932	978	1,072
Adelaide ..	524	618	671	975	891	951	957	960	998	1,100
Perth ..	594	672	679	982	914	987	990	989	1,017	1,107
Hobart ..	508	542	621	1,044	922	992	998	1,014	1,053	1,165
Six Capitals (b) ..	520	578	648	992	939	1,004	1,009	1,010	1,050	1,145

(a) See footnote (a) on page 401.

(b) Weighted average.

(c) See footnote (b) on page 401.

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.	1939.	1943.	1944.	1945.	1946.	1947.	1948.
NEW SOUTH WALES—										
Sydney	680	977	1,115	972	1,040	1,030	1,036	1,038	1,082	1,173
Newcastle	944	1,068	934	1,000	987	989	990	1,035	1,129
Broken Hill	825	1,078	970	1,044	1,055	1,073	1,073	1,110	1,206
Goulburn	926	1,146	942	1,007	999	997	996	1,030	1,130
Bathurst	815	987	900	953	951	958	966	1,006	1,102
FIVE TOWNS (a)	965	1,110	969	1,036	1,026	1,032	1,034	1,078	1,169
VICTORIA—										
Melbourne	613	895	1,036	945	1,021	1,017	1,022	1,019	1,054	1,154
Ballarat	769	914	849	908	907	912	917	950	1,052
Bendigo	780	962	851	923	923	926	928	952	1,048
Geelong	844	985	917	962	958	957	961	1,012	1,116
Warrnambool	855	940	940	993	995	1,008	1,020	1,042	1,134
FIVE TOWNS (a)	876	1,026	938	1,012	1,009	1,013	1,011	1,046	1,146
QUEENSLAND—										
Brisbane	560	840	912	858	929	923	924	932	978	1,072
Toowoomba	771	855	830	927	945	949	955	1,001	1,087
Rockhampton	779	877	843	904	908	917	919	971	1,063
Townsville	820b	975b	920	970	975	979	989	1,036	1,125
Bundaberg	794c	867c	804	888	886	886	897	942	1,030
FIVE TOWNS (a)	824	906	858	928	926	928	936	982	1,074
SOUTH AUSTRALIA—										
Adelaide	658	898	1,030	891	958	951	957	960	998	1,100
Kalbarri, etc.	811	891	743	784	776	779	790	825	907
Port Pirie	839	963	882	932	923	931	933	971	1,063
Mount Gambier	770	866	838	877	884	895	903	931	1,022
Peterborough	844	1,042	800	926	922	935	936	973	1,067
FIVE TOWNS (a)	885	1,020	885	950	944	949	952	990	1,091
WESTERN AUSTRALIA—										
Perth, etc.	689	916	1,038	914	989	987	990	989	1,017	1,107
Kalgoorlie, etc.	928	1,010	1,178	1,122	1,121	1,128	1,136	1,174	1,266
Norham	898d	1,072	936	1,001	999	1,001	1,003	1,034	1,131
Bunbury	907	996	979	1,010	1,010	1,015	1,024	1,056	1,148
Geraldton	942	1,090	990	1,069	1,079	1,072	1,073	1,103	1,193
FIVE TOWNS (a)	918	1,036	936	1,001	1,000	1,002	1,003	1,031	1,122
TASMANIA—										
Hobart	630	971	992	922	1,009	992	998	1,014	1,053	1,165
Launceston	858	937	887	953	936	943	956	1,001	1,113
Burnie	819e	972	898	998	958	954	969	1,006	1,108
Devonport	696f	930	865	942	920	924	939	976	1,078
Queenstown	871	920	933	1,005	1,004	1,014	1,028	1,067	1,173
FIVE TOWNS (a)	911	970	908	988	970	977	992	1,032	1,143
THIRTY TOWNS (a)	907	1,044	935	1,005	998	1,003	1,005	1,045	1,140
SIX CAPITALS (a)	644	924	1,054	939	1,011	1,004	1,009	1,010	1,145
Warwick (Q.) (g)	794	867	783	872	886	891	904	956	1,039
Port Augusta (S.A.) (g)	861	1,047	864	914	914	925	929	968	1,063
Whyalla (S.A.) (g)	1,013	1,103
Canberra (A.C.T.) (g)	1,026	1,073	1,058	1,059	1,062	1,096	1,191

(a) Weighted average. (b) Charters Towers. (c) Warwick. (d) Midland Junction.
 (e) Zeehan. (f) Beaconsfield. (g) Not included in weighted averages above.

§ 8. Changes in the Regimen.

1. **General.**—Since the original compilation of retail price indexes by the Bureau in 1912, the regimens of the several groups and sections have undergone some modifications. These are fully described in the annual *Labour Report* No. 37 for 1948, pp. 32-35. 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 most in 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 and household 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 changing the regimen (see *Labour Report* No. 9, Appendix I., 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.

There are two methods of effecting this, as follows :—Up to 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 September Quarter, 1942, however, all changes of standard were effected mainly 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 and, 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 in the price 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 a new item added. See also par. 2 on page 402.

While the foregoing involves no break of continuity in the index-numbers for the six capital cities as a whole, upon the basis of which all such changes are effected, 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 (See also 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 or as it may 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 Indexes 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 "C" Series 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. (§ 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 adjustments 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 indexes 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 Court of Conciliation and Arbitration, for example, back to the year 1913. The tribunals form their own judgment as to relevance of the indexes 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 indexes.

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.

Reference should be made to *Labour Report* No. 37 for the actual Automatic Adjustment Scale used for the adjustment of the "needs" portion of the Commonwealth basic wage.

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.

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, 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 as well as for all groups combined are shown in the following table :—

MELBOURNE WHOLESALE PRICE INDEX-NUMBERS.

(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 Ma- terials.	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
1911..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1921..	2,173	1,361	1,767	2,000	1,977	2,158	2,733	2,303	1,903
1922..	1,941	1,681	1,628	1,648	1,869	1,787	2,005	1,965	1,758
1923..	1,826	1,748	1,778	1,840	1,746	2,579	2,024	1,933	1,944
1924..	1,835	2,418	1,647	1,655	1,721	2,223	1,814	1,806	1,885
1925..	1,851	1,966	1,796	1,636	1,723	2,212	1,711	1,790	1,844
1926..	1,938	1,582	2,001	1,784	1,730	1,931	1,664	1,816	1,832
1927..	1,962	1,650	1,826	1,823	1,724	2,111	1,623	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	1,555	1,793	1,854	1,689	2,245	1,755	1,943	1,803
1930..	1,867	1,127	1,484	1,627	1,666	2,024	1,875	1,982	1,596
1931..	1,826	1,040	1,121	1,398	1,794	1,512	2,025	2,166	1,429
1932..	1,736	998	1,230	1,304	1,766	1,351	2,043	2,127	1,411
1933..	1,713	1,118	1,175	1,194	1,714	1,485	2,061	2,105	1,409
1934..	1,660	1,261	1,288	1,274	1,735	1,540	2,015	2,017	1,471
1935..	1,602	1,217	1,344	1,325	1,729	1,508	1,964	1,996	1,469
1936..	1,566	1,330	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	1,361	1,567	1,567	1,784	1,882	2,890	2,298	1,713
1941..	1,960	1,402	1,721	1,554	1,883	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
1945..	2,270	1,960	2,259	1,726	1,967	2,560	3,770	2,527	2,228
1946..	2,262	2,062	1,951	1,722	1,977	2,589	3,772	2,614	2,162
1947..	2,390	2,690	2,019	1,763	2,174	2,748	3,800	2,843	2,360
1948..	2,829	3,619	2,383	2,104	2,435	2,976	4,631	3,180	2,824

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 88 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 the 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 currently 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 411.

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.

WHOLESALE PRICE INDEX-NUMBERS : BASIC MATERIALS AND FOODSTUFFS.

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

Period.	Basic Materials.							Food-stuffs and Tobacco.	Basic Materials and Foodstuffs.		
	Metals and Coal.	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides.	Building Materials.	Total.		Goods principally Imported. (a)	Goods principally Home Produced.	Total-All Groups.
1928-29	1,269	1,064	1,288	1,214	1,148	948	1,140	1,070	911	1,183	1,103
1929-30	1,259	1,115	991	1,157	866	940	1,073	1,099	940	1,179	1,108
1930-31	1,104	1,173	797	1,172	729	959	1,046	909	1,001	985	991
1931-32	1,081	1,134	765	1,195	738	951	1,011	857	996	922	946
1932-33	1,044	1,087	755	1,185	695	948	982	797	971	866	899
1933-34	1,025	845	1,020	1,113	801	939	917	843	890	893	895
1934-35	972	896	784	1,020	774	930	889	873	920	886	898
1935-36	920	952	997	991	879	930	900	917	945	918	926
1936-37	962	984	1,185	988	1,106	989	994	974	991	980	984
1937-38	1,013	1,012	1,000	1,001	969	1,041	1,014	997	1,018	1,000	1,005
1938-39	1,025	1,004	815	1,011	925	970	992	1,029	991	1,020	1,011
1939-40	1,051	1,152	1,038	1,068	1,163	1,084	1,090	1,012	1,106	1,025	1,047
1940-41	1,074	1,374	1,105	1,236	1,256	1,284	1,223	1,069	1,325	1,060	1,140
1941-42	1,173	1,509	1,184	1,372	1,350	1,352	1,329	1,169	1,525	1,123	1,242
1942-43	1,288	1,667	1,471	1,422	1,379	1,628	1,487	1,279	1,760	1,212	1,373
1943-44	1,310	1,695	1,501	1,432	1,398	1,743	1,527	1,287	1,823	1,217	1,396
1944-45	1,307	1,675	1,518	1,428	1,398	1,747	1,522	1,308	1,819	1,232	1,405
1945-46	1,302	1,561	1,518	1,416	1,398	1,766	1,490	1,348	1,782	1,257	1,412
1946-47	1,318	1,453	1,913	1,401	1,313	1,802	1,488	1,380	1,768	1,288	1,429
1947-48	1,460	1,607	2,833	1,478	1,261	1,898	1,655	1,532	1,924	1,448	1,588
1948-49	1,849	1,737	3,419	1,594	1,301	1,983	1,884	1,747	2,008	1,727	1,809
1947-48—											
July ..	1,353	1,519	2,129	1,412	1,149	1,851	1,534	1,438	1,831	1,336	1,482
Aug. ..	1,353	1,536	2,423	1,412	1,149	1,853	1,556	1,439	1,857	1,341	1,493
Sept. ..	1,358	1,578	2,515	1,424	1,216	1,853	1,579	1,452	1,890	1,351	1,509
Oct. ..	1,359	1,578	2,582	1,434	1,216	1,862	1,586	1,484	1,922	1,366	1,529
Nov. ..	1,392	1,578	2,806	1,434	1,296	1,900	1,621	1,514	1,947	1,402	1,562
Dec. ..	1,510	1,632	2,795	1,434	1,294	1,908	1,676	1,537	1,954	1,453	1,601
Jan. ..	1,513	1,616	3,027	1,529	1,307	1,914	1,666	1,567	1,928	1,500	1,626
Feb. ..	1,513	1,616	3,123	1,529	1,315	1,923	1,703	1,590	1,933	1,520	1,641
Mar. ..	1,514	1,654	2,991	1,529	1,266	1,918	1,704	1,590	1,950	1,514	1,642
Apr. ..	1,514	1,659	3,004	1,532	1,265	1,922	1,707	1,591	1,952	1,515	1,644
May ..	1,571	1,659	3,199	1,532	1,319	1,934	1,742	1,590	1,959	1,534	1,659
June ..	1,571	1,659	3,403	1,533	1,345	1,944	1,757	1,591	1,960	1,544	1,667
1948-49—											
July ..	1,651	1,724	3,323	1,533	1,361	1,948	1,800	1,614	2,000	1,573	1,699
Aug. ..	1,651	1,724	3,328	1,537	1,347	1,952	1,801	1,609	2,025	1,620	1,745
Sept. ..	1,697	1,733	3,371	1,538	1,347	1,964	1,823	1,689	2,017	1,639	1,750
Oct. ..	1,697	1,734	3,197	1,593	1,347	1,964	1,818	1,688	2,015	1,636	1,747
Nov. ..	1,876	1,734	3,484	1,592	1,349	1,966	1,895	1,735	2,008	1,724	1,807
Dec. ..	1,876	1,734	3,650	1,595	1,312	1,985	1,907	1,761	2,010	1,751	1,827
Jan. ..	1,936	1,741	3,639	1,623	1,275	1,986	1,929	1,765	2,011	1,769	1,840
Feb. ..	1,936	1,741	3,721	1,623	1,268	1,986	1,934	1,801	2,016	1,797	1,861
Mar. ..	1,965	1,741	3,721	1,623	1,250	2,002	1,945	1,798	2,000	1,809	1,865
Apr. ..	1,966	1,744	3,197	1,623	1,265	2,002	1,917	1,805	2,005	1,795	1,856
May ..	1,966	1,746	3,196	1,623	1,250	2,017	1,920	1,809	2,002	1,801	1,859
June ..	1,966	1,746	3,200	1,623	1,247	2,021	1,922	1,805	1,991	1,803	1,858

(a) Represents only such imported commodities as are included in the wholesale price index. This index does not measure changes in price of imports generally.

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

C.—CONTROL OF PRICES DURING AND SINCE THE 1939-45 WAR.

1. **General.**—An account of the measures taken by the Commonwealth Government to control prices from September, 1939 (immediately after the outbreak of war), until 29th May, 1948 (the date of the Prices Referendum), is given in Official Year Book No. 37, pp. 458-464.

2. **Transfer of Price Control to the States.**—Consequent upon the rejection of the proposal embodied in the Prices Referendum held on 29th May, 1948, that permanent power to control rents and prices (including charges) be conferred on the Commonwealth Government, responsibility for price fixation was assumed by the State Governments and steps were taken to pass State Prices Acts. These acts were proclaimed to operate simultaneously on 20th September, 1948. Except in the case of Queensland, each Act was to remain in force for a specific period, but the period varied from State to State.

An amendment of the National Security (Prices) Regulations on 15th September, 1948, provided that the Minister may, by declaration published in the *Gazette*, declare that from and including a date specified prices for the sale of goods and rates for the supply of services in a State or Territory of the Commonwealth specified in the declaration would cease to be controlled under the Regulations. In pursuance of this power, the Minister for Trade and Customs issued declarations on 17th September, 1948, providing for the relinquishment of price control by the Commonwealth in the States as from 20th September, 1948.

On 20th September, 1948, each State Government issued declarations covering uniform lists of goods and services, which were brought under price control. Existing Commonwealth Prices Regulation Orders continued to apply to these goods and services until specially varied in accordance with the terms of the State legislation. At the same time, the Commonwealth Government issued an identical list of declared items to operate in the Australian Capital Territory and other Territories of the Commonwealth.

In the operation of State price control, the State Prices Commissioners closely collaborate. Conferences of Commissioners are held at intervals of approximately two months. The Commissioners are vested with certain powers of price control under the Prices Acts, and it is the usual procedure after the administrative conference for State Prices Ministers to meet to discuss matters of policy and any specific questions referred to them for determination. Thus a large degree of uniformity is attained in controlling and decontrolling items and in the fixation of margins and prices of major items.

3. **Expenditure on Price Stabilization Subsidies.**—The following is a comparison of the expenditure on Price Stabilization Subsidies for the years 1943-44 to 1948-49 inclusive. In addition to this expenditure, the Government paid subsidies to the dairy industry and on superphosphates and these payments also had a stabilizing influence on prices.

PRICES STABILIZATION SUBSIDIES: EXPENDITURE, AUSTRALIA.
(£'000.)

Item.	1943-44.	1944-45.	1945-46.	1946-47.	1947-48.	1948-49.
Potatoes	1,725	2,433	2,830	3,012	2,703	1,065
Tea	2,461	2,188	2,356	4,414	6,840	4,667
Milk	319	1,786	2,517	2,253	2,157	564
Recoupment of Basic Wage	1,102	802	555	2,307	609	..
Imports (other than Tea) ..	967	2,437	3,007	3,691	8,539	7,605
Coal	101	183	457	959	2,352	232
Firewood	200	305	201	315	257	5
Rubber .. ..	..	99	141	333	..	..
Raw Wool .. ..	..	..	..	3,417	9,227	..
Tobacco .. ..	..	..	250	618	41	..
Other Expenditure ..	131	576	670	1,322	2,306	682
Total	7,006	10,809	12,984	22,641	35,031	14,820

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* up to and including No. 36, in the *Quarterly Summaries of Australian Statistics* up to and including No. 196 and in previous issues of the Official Year Book (*see* No. 36, p. 465). Owing to the lack of comparability between States, which rendered the figures of doubtful value, and to difficulties encountered in the collection of these statistics they have been discontinued.

2. *Control of Wages During and Since the War.*—Reference may be made to *Labour Report* No. 35, page 55, for a summary of the steps taken during and since the war under the authority of the National Security (Economic Organization) Regulations to “peg” all rates of remuneration throughout all industry (both public and private) at those being paid on 10th February, 1942 and of the steps taken gradually to “unpeg” such wages by various amendments of the regulations mentioned.

§ 2. Rates of Wage and Hours of Labour.

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

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, 1939, 1944 to 1948.*—(i) *General.* The average rate of wage for each industrial group is computed by taking the arithmetic average of the rates of wage payable for all classified occupations within that 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(a).

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
No. of Occupations included(b) ..	870	894	615	562	477	466	3,884
RATES OF WAGE.							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939 ..	96 7	93 6	97 5	88 11	100 6	89 5	95 3
" " 1944 ..	121 4	119 6	118 0	113 7	121 10	116 6	119 6
" " 1945 ..	121 10	120 4	119 10	114 5	122 9	116 11	120 4
" " 1946 ..	130 11	128 11	128 0	121 4	125 7	125 2	128 6
31st March, 1947 ..	131 0	129 4	129 10	123 3	130 2	125 11	129 6
30th June, 1947 ..	132 8	130 0	130 9	123 9	130 3	126 1	130 5
30th September, 1947 ..	137 7	133 9	133 6	130 9	134 3	129 11	134 10
31st December, 1947 ..	141 3	136 10	134 9	133 10	137 8	133 0	137 11
31st March, 1948 ..	145 2	143 3	139 0	137 7	140 8	139 7	142 6
30th June, 1948 ..	149 1	146 8	143 6	140 10	144 1	143 1	146 3
30th September, 1948 ..	155 5	151 1	148 4	150 4	150 10	150 3	152 3
31st December, 1948 ..	159 9	155 5	151 4	153 7	156 6	153 2	156 4

INDEX-NUMBERS.

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

	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
31st December, 1939 ..	1,885	1,825	1,900	1,735	1,962	1,745	1,858
" " 1944 ..	2,367	2,332	2,303	2,216	2,377	2,273	2,332
" " 1945 ..	2,377	2,347	2,339	2,233	2,395	2,282	2,348
" " 1946 ..	2,554	2,515	2,498	2,368	2,450	2,442	2,507
31st March, 1947 ..	2,556	2,524	2,533	2,405	2,540	2,458	2,527
30th June, 1947 ..	2,589	2,536	2,551	2,415	2,541	2,460	2,545
30th September, 1947 ..	2,685	2,610	2,604	2,552	2,620	2,535	2,630
31st December, 1947 ..	2,757	2,670	2,630	2,612	2,686	2,595	2,690
31st March, 1948 ..	2,832	2,795	2,713	2,685	2,744	2,724	2,781
30th June, 1948 ..	2,909	2,862	2,801	2,747	2,811	2,798	2,854
30th September, 1948 ..	3,033	2,948	2,894	2,934	2,943	2,932	2,970
31st December, 1948 ..	3,117	3,032	2,953	2,997	3,054	2,988	3,050

(a) The figures of nominal wages and hours of labour are in course of revision to meet changes in industrial structure. The amounts shown should not be regarded as actual current averages but as an index of changes expressed in money and hour terms. (b) As at 31st December, 1948.

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 early 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 until the fourth quarter of 1946 when they advanced 5.4 per cent. due mainly to the increase in the "needs" wage granted by the Commonwealth Court of Conciliation and Arbitration in its judgment of 13th December, 1946. With the relaxation of the Wage Pegging Regulations and the end of Price Stabilization wages rose rapidly during 1947 and 1948.

Male wages at 31st December, 1948, were 64.2 per cent. higher than in December, 1939, and 28.3 per cent. higher than in September, 1946.

At the close of 1948 rates were highest in New South Wales, followed in the order named by Western Australia, Victoria, South Australia, Tasmania and Queensland. The highest weighted average rate for Australia was recorded at 31st December, 1948, namely, 156s. 4d. 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(a).

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., 1939.	31st Dec., 1945.	31st Dec., 1946.	31st Dec., 1947.	31st Mar., 1948.	30th June, 1948.	30th Sept., 1948.	31st Dec., 1948.	
I. Wood, Furni- ture, etc. { Wage .. { Index-No.	100/1 1,953	121/4 2,368	129/2 2,520	140/2 2,735	145/6 2,840	148/1 2,890	152/10 2,982	155/6 3,034	
II. Engineering, etc. { Wage .. { Index-No.	99/3 1,936	121/0 2,361	129/1 2,519	144/0 2,811	147/4 2,875	149/11 2,924	153/1 2,986	155/10 3,041	
III. Food, Drink, etc. { Wage .. { Index-No.	96/9 1,888	118/9 2,316	126/9 2,473	134/8 2,628	140/6 2,741	143/4 2,797	148/1 2,890	151/6 2,956	
IV. Clothing, Tex- tiles, etc. { Wage .. { Index-No.	93/2 1,817	118/11 2,321	126/11 2,476	132/8 2,589	138/11 2,710	147/5 2,876	148/9 2,902	153/7 2,997	
V. Books, Printing, etc. { Wage .. { Index-No.	114/3 2,229	134/9 2,630	148/2 2,891	158/7 3,094	160/8 3,135	168/6 3,287	170/6 3,327	177/2 3,457	
VI. Other Manu- facturing { Wage .. { Index-No.	95/8 1,867	119/3 2,326	128/1 2,499	136/8 2,667	143/6 2,800	146/3 2,854	150/6 2,937	153/11 3,003	
VII. Building .. { Wage .. { Index-No.	106/5 2,076	130/11 2,555	141/10 2,768	154/0 3,005	161/2 3,145	164/3 3,205	168/6 3,289	171/9 3,352	
VIII. Mining, etc. .. { Wage .. { Index-No.	109/1 2,142	127/2 2,482	134/6 2,624	148/4 2,895	152/0 2,966	154/7 3,017	159/4 3,109	163/5 3,189	
IX. Railways, etc... { Wage .. { Index-No.	96/6 1,884	122/9 2,396	130/10 2,553	142/3 2,775	144/11 2,828	148/5 2,896	153/1 2,986	156/1 3,045	
X. Other Land Transport { Wage .. { Index-No.	92/10 1,812	113/5 2,213	121/7 2,372	128/6 2,507	132/9 2,589	137/9 2,688	143/0 2,791	145/8 2,843	
XI. Shipping, etc.(b) { Wage .. { Index-No.	98/6 1,922	122/3 2,385	131/6 2,566	136/4 2,661	139/0 2,712	142/1 2,772	149/4 3,304	182/0 3,551	
XII. Agricultural, etc.(c) { Wage .. { Index-No.	84/0 1,639	121/9 2,376	129/0 2,517	136/5 2,662	139/8 2,725	146/9 2,864	153/8 2,999	158/1 3,085	
XIII. Domestic, etc.(c) { Wage .. { Index-No.	89/11 1,755	109/9 2,142	117/4 2,289	126/11 2,476	130/9 2,551	132/8 2,589	137/10 2,689	141/5 2,759	
XIV. Miscellaneous { Wage .. { Index-No.	92/10 1,811	114/7 2,236	122/6 2,390	130/10 2,553	135/9 2,650	138/9 2,707	144/4 2,816	148/3 2,893	
All Industrial Groups { Wage .. { Index-No.	95/3 1,858	120/4 2,348	128/6 2,507	137/11 2,690	142/6 2,781	146/3 2,854	152/3 2,970	156/4 3,050	

(a) See note (a) on page 416. (b) Includes the value of victualling and accommodation where supplied. (c) Includes the value of board and lodging where supplied.

The foregoing table shows that the highest average weekly wage at 31st December, 1948 was recorded in Group XI. (Shipping, etc.), 182s. per week, followed by Groups V. (Books, Printing, etc.), 177s. 2d., VII. (Building), 171s. 9d., VIII. (Mining, etc.), 163s. 5d., XII. (Agricultural, etc.), 158s. 1d., IX. (Railways, etc.), 156s. 1d., and II. (Engineering, etc.), 155s. 10d. The lowest average rate was recorded in Group XIII. (Domestic, etc.), 141s. 5d. Compared with those prevailing at 31st December, 1947, rates of wage increased in all industrial groups during 1948.

(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(a).

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
No. of Occupations included(b) ..	84	87	38	47	24	32	312

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1944 ..	71 3	73 11	74 1	65 4	65 10	68 6	71 11
" " 1945 ..	72 7	75 7	74 10	67 2	67 6	71 3	73 5
" " 1946 ..	80 4	82 6	82 4	76 0	73 10	77 8	80 9
31st March, 1947 ..	80 6	83 2	83 5	77 1	77 1	78 7	81 5
30th June, 1947 ..	82 3	84 0	84 6	77 8	77 1	79 3	82 7
30th September, 1947 ..	82 9	86 6	84 8	79 8	78 0	79 7	84 0
31st December, 1947 ..	84 3	88 6	85 10	80 10	80 1	81 11	85 8
31st March, 1948 ..	87 7	92 1	87 2	81 6	80 8	83 1	88 6
30th June, 1948 ..	92 5	97 5	92 11	87 3	88 9	88 10	93 10
30th September, 1948 ..	95 1	99 0	95 4	91 3	89 10	92 5	96 1
31st December, 1948 ..	100 0	103 1	98 4	95 1	93 5	96 8	100 4

INDEX-NUMBERS.

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

31st December, 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1944 ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647
" " 1945 ..	2,671	2,782	2,754	2,471	2,484	2,621	2,701
" " 1946 ..	2,956	3,035	3,031	2,797	2,718	2,860	2,972
31st March, 1947 ..	2,961	3,060	3,070	2,837	2,837	2,892	2,997
30th June, 1947 ..	3,029	3,093	3,110	2,859	2,837	2,916	3,040
30th September, 1947 ..	3,045	3,184	3,115	2,931	2,869	2,929	3,090
31st December, 1947 ..	3,102	3,256	3,160	2,976	2,947	3,014	3,152
31st March, 1948 ..	3,223	3,391	3,208	3,000	2,969	3,058	3,257
30th June, 1948 ..	3,402	3,587	3,421	3,213	3,266	3,268	3,455
30th September, 1948 ..	3,501	3,614	3,508	3,357	3,305	3,401	3,537
31st December, 1948 ..	3,681	3,795	3,618	3,499	3,438	3,559	3,694

(a) See note (a) to table on page 416.

(b) As at 31st December, 1948.

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 thirteen years, especially after September, 1946 when female rates were increased under the National Security (Female Minimum Wage) Regulations. The weighted average rate for Australia at 31st December, 1946, had advanced by 37s. 4d. per week over that ruling on 31st December, 1933. Female rates have risen rapidly since December, 1946, owing to increases in the male "needs" basic wage, in the percentage of that wage which the female rates represent and in marginal rates. The weighted average rate for Australia at 31st December, 1948 (100s. 4d.), was the highest recorded to that date and was 90.5 per cent. above the average at 31st December, 1939.

(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(a).

Date.	Industrial Group.					All Groups.
	III. Food, Drink, etc.	IV. Clothing, Textiles, etc.	I. II., V., and VI. All Other Manufacturing.	XIII. Domestic, etc.(b)	XIV. Miscel- laneous.	
RATES OF WAGE.						
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1939..	48 9	50 9	51 11	54 5	56 8	52 8
" " 1944..	62 7	72 9	71 10	67 1	76 4	71 11
" " 1945..	67 7	75 3	72 0	67 5	76 4	73 5
" " 1946..	74 9	84 7	79 5	72 9	81 0	80 9
31st March, 1947 ..	77 5	84 11	79 9	73 9	81 10	81 5
30th June, 1947 ..	78 4	85 11	83 6	75 1	82 5	82 7
30th September, 1947	81 9	86 2	86 11	75 7	86 0	84 0
31st December, 1947..	83 3	87 7	90 2	76 7	88 5	85 8
31st March, 1948 ..	89 0	88 2	92 0	80 2	95 8	88 6
30th June, 1948 ..	91 0	96 3	96 0	82 7	98 6	93 10
30th September, 1948	93 8	96 10	99 11	86 10	102 3	96 1
31st December, 1948..	95 10	101 7	103 3	89 3	107 9	100 4

INDEX-NUMBERS.

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

31st December, 1939..	1,795	1,869	1,910	2,003	2,085	1,938
" " 1944..	2,304	2,678	2,643	2,470	2,809	2,647
" " 1945..	2,486	2,768	2,651	2,481	2,809	2,701
" " 1946..	2,751	3,113	2,922	2,678	2,980	2,972
31st March, 1947 ..	2,851	3,126	2,936	2,713	3,012	2,997
30th June, 1947 ..	2,883	3,161	3,075	2,764	3,033	3,040
30th September, 1947	3,007	3,170	3,199	2,783	3,165	3,090
31st December, 1947..	3,064	3,222	3,317	2,820	3,253	3,152
31st March, 1948 ..	3,275	3,244	3,385	2,952	3,522	3,257
30th June, 1948 ..	3,348	3,544	3,533	3,040	3,624	3,455
30th September, 1948	3,448	3,563	3,678	3,197	3,762	3,537
31st December, 1948..	3,526	3,739	3,802	3,284	3,967	3,694

(a) See note (a) to table on page 416.

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

During 1948 the rate of wage for female employees in each industrial group increased as follows:—III. (Food, etc.), 12s. 7d. per week; XIII. (Domestic, etc.), 12s. 8d. per week; I, II, V. and VI. (All other manufacturing), 13s. 1d. per week; IV. (Clothing, etc.), 14s. per week and XIV. (Miscellaneous), 19s. 4d. per week. The weighted average for all groups increased by 14s. 8d. per week.

3. *Relative Hours of Labour and Hourly Rates of Wage, 1939 to 1948.*—(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 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 1944 to 1948 compared with 1939 are given in the following table, for males and females separately in each State. These particulars relate to (a) the weighted average

nominal weekly wage; (b) the weighted average number of working hours constituting a full week's work; and (c) the weighted average hourly wage. The weighted average weekly wage relates to all industrial groups combined and includes the value of board and lodging where supplied in land occupations, and the value of victualling and accommodation where supplied in marine occupations, whereas the number of working hours and the hourly wage relate to all industrial groups other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Some 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 any 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 1944 to 1948 compared with 1939 are given in the table hereunder:—

WEEKLY AND HOURLY WAGES AND HOURS OF LABOUR: ADULT WORKERS.(a)

31st December—		Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.									
1939..	..	{ Weekly Wage (b)	96/7	93/6	97/5	88/11	100/6	89/5	95/3
		{ Working Hours (c)	43.92	44.61	43.46	45.83	44.33	45.33	44.29
		{ Hourly Wage (c)	2/3½	2/1½	2/3½	1/11½	2/4	2/0	2/2½
1944..	..	{ Weekly Wage (b)	121/4	119/6	118/0	113/7	121/10	116/6	119/6
		{ Working Hours (c)	43.50	43.91	43.18	44.21	43.15	43.39	43.61
		{ Hourly Wage (c)	2/9½	2/8½	2/8½	2/6½	2/10	2/7½	2/8½
1945..	..	{ Weekly Wage (b)	121/10	120/4	119/10	114/5	122/9	116/11	120/4
		{ Working Hours (c)	43.50	43.91	43.18	44.07	43.15	43.38	43.59
		{ Hourly Wage (c)	2/9½	2/9	2/8½	2/6½	2/10½	2/7½	2/9
1946..	..	{ Weekly Wage (b)	130/11	128/11	128/0	121/4	125/7	125/2	128/6
		{ Working Hours (c)	43.50	43.82	43.18	44.07	43.15	43.38	43.57
		{ Hourly Wage (c)	3/0½	2/11½	2/11	2/8½	2/10½	2/9½	2/11½
1947..	..	{ Weekly Wage (b)	141/3	136/10	134/9	133/10	137/8	133/0	137/11
		{ Working Hours (c)	41.11	43.68	43.18	42.84	43.15	43.27	42.51
		{ Hourly Wage (c)	3/5½	3/1½	3/0½	3/1½	3/2½	3/1	3/3
1948..	..	{ Weekly Wage (b)	159/9	155/5	151/4	153/7	156/6	153/2	156/4
		{ Working Hours (c)	40.00	39.99	40.00	40.00	39.57	40.00	39.96
		{ Hourly Wage (c)	3/11½	3/10½	3/8½	3/9½	3/11	3/9½	3/10½
FEMALE WORKERS.									
1939..	..	{ Weekly Wage	53/3	51/9	55/2	49/7	55/8	50/8	52/8
		{ Working Hours	43.88	44.42	44.01	45.96	45.38	45.10	44.36
		{ Hourly Wage	1/2½	1/2	1/3	1/1	1/2½	1/1½	1/2½
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
1945..	..	{ Weekly Wage	72/7	75/7	74/10	67/2	67/6	71/3	73/5
		{ Working Hours	43.88	44.19	44.00	43.99	44.00	44.00	44.03
		{ Hourly Wage	1/7½	1/8½	1/8½	1/6½	1/6½	1/7½	1/8
1946..	..	{ Weekly Wage	80/4	82/6	82/4	76/0	73/10	77/8	80/9
		{ Working Hours	43.88	44.19	44.00	43.99	44.00	44.00	44.03
		{ Hourly Wage	1/10	1/10½	1/10½	1/8½	1/8½	1/9½	1/10
1947..	..	{ Weekly Wage	84/3	88/6	85/10	80/10	80/1	81/11	85/8
		{ Working Hours	41.78	43.99	44.00	42.19	44.00	44.00	43.08
		{ Hourly Wage	2/0½	2/0½	1/11½	1/11	1/9½	1/10½	1/11½
1948..	..	{ Weekly Wage	100/0	103/1	98/4	95/1	93/5	96/8	100/4
		{ Working Hours	40.00	40.00	40.00	40.00	40.00	40.00	40.00
		{ Hourly Wage	2/6	2/7	2/5½	2/4½	2/4	2/5	2/6

(a) See note (a) to table on page 416. (b) Weighted average weekly rate in all industrial groups combined. (c) 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 some of the 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 the second half of 1947 hours for males and females in New South Wales were reduced owing to the introduction of the forty-hour week in occupations under the jurisdiction of State arbitration. A substantial reduction also occurred in South Australia, while slight reductions took place in Victoria and Tasmania. In Australia generally, the forty-hour week operated from 1st January, 1948 and was responsible for substantial reductions in hours in that year. The weighted averages for Australia at 31st December, 1948 were 39.96 hours for males and 40.00 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.(a)

(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.								
1939..	{ Weekly Wage ..	1,753	1,697	1,767	1,613	1,824	1,623	1,728
	{ Hourly Wage (b) ..	1,963	1,834	1,979	1,692	2,001	1,717	1,903
1944..	{ Weekly Wage ..	2,201	2,168	2,141	2,061	2,210	2,113	2,168
	{ Hourly Wage (b) ..	2,405	2,343	2,329	2,173	2,443	2,254	2,355
1945..	{ Weekly Wage ..	2,210	2,183	2,175	2,076	2,227	2,121	2,184
	{ Hourly Wage (b) ..	2,408	2,355	2,347	2,192	2,446	2,255	2,365
1946..	{ Weekly Wage ..	2,374	2,338	2,323	2,202	2,278	2,271	2,331
	{ Hourly Wage (b) ..	2,593	2,533	2,509	2,339	2,491	2,423	2,529
1947..	{ Weekly Wage ..	2,563	2,483	2,445	2,428	2,497	2,413	2,501
	{ Hourly Wage (b) ..	2,974	2,709	2,638	2,692	2,754	2,648	2,797
1948..	{ Weekly Wage ..	2,899	2,819	2,746	2,787	2,840	2,779	2,836
	{ Hourly Wage (b) ..	3,399	3,322	3,180	3,246	3,364	3,254	3,327
FEMALE WORKERS.								
1939..	{ Weekly Wage ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
	{ Hourly Wage ..	2,193	2,107	2,267	1,952	2,217	2,032	2,145
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
1945..	{ Weekly Wage ..	2,671	2,782	2,754	2,471	2,484	2,621	2,701
	{ Hourly Wage ..	2,989	3,090	3,074	2,758	2,773	2,925	3,012
1946..	{ Weekly Wage ..	2,956	3,035	3,031	2,797	2,718	2,860	2,972
	{ Hourly Wage ..	3,307	3,373	3,383	3,122	3,033	3,191	3,315
1947..	{ Weekly Wage ..	3,102	3,256	3,160	2,976	2,947	3,014	3,152
	{ Hourly Wage ..	3,646	3,634	3,527	3,404	3,289	3,363	3,593
1948..	{ Weekly Wage ..	3,681	3,795	3,618	3,499	3,438	3,559	3,694
	{ Hourly Wage ..	4,518	4,658	4,441	4,295	4,220	4,369	4,535

(a) See note (a) to table on page 416. (b) See also footnote to following table.
 * Approximate Weekly Rates—M = 55/1; F = 27/2. Hourly Rates—M = 1/2; F = 0/6d.

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, 1944 to 1948 compared with 1939.

HOURS OF LABOUR.

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
1939..	{ Weighted average weekly hours of labour (a) ..	43.92	44.61	43.46	45.83	44.33	45.33	44.29
	{ Index-numbers ..	898	912	888	937	906	926	905
1944..	{ Weighted average weekly hours of labour (a) ..	43.50	43.91	43.18	44.21	43.15	43.39	43.61
	{ Index-numbers ..	889	897	882	904	882	887	891
1945..	{ Weighted average weekly hours of labour (a) ..	43.50	43.91	43.18	44.07	43.15	43.38	43.59
	{ Index-numbers ..	889	897	882	901	882	887	891
1946..	{ Weighted average weekly hours of labour (a) ..	43.50	43.82	43.18	44.07	43.15	43.38	43.57
	{ Index-numbers ..	889	896	882	901	882	887	890
1947..	{ Weighted average weekly hours of labour (a) ..	41.11	43.68	43.18	42.84	43.15	43.27	42.51
	{ Index-numbers ..	840	893	882	876	882	884	869
1948..	{ Weighted average weekly hours of labour (a) ..	40.00	39.99	40.00	40.00	39.57	40.00	39.96
	{ Index-numbers ..	817	817	817	817	809	817	817

(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 some of the occupations classified in Industrial Groups XI. and XII. See note (a) to table on page 416.

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

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

(ii) *Nominal Weekly Wage Index-numbers, Adult Males, 1901 to 1948—States.* The following table shows for the period 1901 to 1948 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.	1939.	1944.	1945.	1946.	1947.	1948.
New South Wales	858	1,003	1,093	1,862	2,012	1,638	1,874	2,365	2,367	2,431	2,647	2,973
Victoria ..	796	985	1,062	1,803	1,964	1,502	1,808	2,323	2,340	2,403	2,585	2,909
Queensland ..	901	997	1,035	1,879	1,976	1,720	1,885	2,288	2,326	2,384	2,580	2,840
South Australia..	819	1,013	1,061	1,697	1,891	1,423	1,725	2,212	2,228	2,285	2,496	2,841
Western Australia	1,052	1,152	1,223	1,832	1,960	1,584	1,956	2,368	2,389	2,424	2,597	2,888
Tasmania ..	719	799	1,027	1,745	1,840	1,519	1,738	2,268	2,273	2,336	2,512	2,861
Australia ..	848	1,000	1,081	1,826	1,972	1,584	1,846	2,326	2,339	2,400	2,598	2,914

(iii) *Effective or Real Wage Index-numbers, Adult Males, 1911 to 1948—States.* 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. Since the "C" series index-numbers were not compiled for periods prior to November, 1914, it has been assumed 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. A table showing effective or real wage index-numbers from 1901 to 1937 measured in terms of purchasing power over the "A" series regimen appeared in previous issues of the Official Year Book, see No. 37, page 473.

EFFECTIVE OR REAL WAGE INDEX-NUMBERS: 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.	1939.	1944.	1945.	1946.	1947.	1948.
New South Wales	925	1,073	1,130	1,186	1,207	1,247	1,249	1,258	1,316	1,359
Victoria	954	1,084	1,164	1,147	1,180	1,234	1,243	1,260	1,312	1,355
Queensland	1,022	1,227	1,290	1,382	1,306	1,288	1,307	1,314	1,367	1,379
South Australia	914	1,034	1,099	1,086	1,147	1,214	1,218	1,229	1,291	1,341
Western Australia	..	1,043	1,096	1,152	1,177	1,308	1,292	1,300	1,296	1,348	1,377
Tasmania	902	984	1,108	1,110	1,153	1,237	1,237	1,237	1,285	1,334
Australia ..	1,000	948	1,087	1,151	1,187	1,211	1,246	1,252	1,263	1,318	1,357

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, 1901 to 1948—Australia.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia for the year concerned 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	..
1911	1,000	1,000	(1,000)	1,000	(1,000)
1916	1,144	1,324	1,319	864	867
1921	1,826	1,697	1,680	1,076	1,087
1926	1,914	1,786	1,677	1,072	1,141
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
1945	2,339	(a)	1,868	(a)	1,252
1946	2,400	(a)	1,900	(a)	1,263
1947	2,598	(a)	1,971	(a)	1,318
1948	2,914	(a)	2,148	(a)	1,357

(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, except in the case of awards made for Whyalla and Iron Knob where the basis of awards has, since

1947, been the South Australian living wage plus 5s. 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 "Harvester" rate of 42s. per week, or the base of the index (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 not less than three 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

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

† *Ibid.*

‡ See page 428 for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit".

§ 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.

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 1914-18 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 1919 to assess a basic wage, but its recommendations were not carried out.

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

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

	<i>s.</i>	<i>d.</i>		<i>s.</i>	<i>d.</i>
Sydney	67	0	Adelaide	64	0
Melbourne	64	0	Perth	66	0
Brisbane	61	0	Hobart	67	0

Six Capital Cities, 65s. od.

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 (−) in New Rates as compared with—			
		Under "D" Series less 10 per cent. "Cut." (a)	Under "A" Series (Full). (b)	"D" Series.		"A" Series.	
				Full.	Less 10 per cent. "Cut."	Full.	Less 10 per cent. "Cut."
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>d.</i>	<i>s.</i> <i>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

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 which 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 index (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, 1934 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" Basic Wage.	"Loading."	Total Basic Wage.
				s. d.	s. d.	s. d.
Sydney ..	..	..	..	72 0	6 0	78 0
Melbourne ..	..	..	..	69 0	6 0	75 0
Brisbane ..	..	..	..	68 0	6 0	74 0
Adelaide ..	..	..	..	68 0(a)	4 0	72 0
Perth ..	..	..	..	70 0(a)	4 0	74 0
Hobart ..	..	..	..	70 0(b)	4 0	74 0
Six Capitals ..				70 0	5 0	75 0

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

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

(b) 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, and in *Labour Report* No. 28, p. 77.

(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. Judgment was delivered on 7th February, 1941, the Court unanimously refusing to grant any increase, and deciding 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 (*see* (vi) following).

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

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

by the Commonwealth Government*, future fixations of the basic wage would be greatly simplified. The other two Judges (O'Mara, J., and Piper, J.), in separate judgments, agreed with that of the Chief Judge, particularly in regard to the need for a child endowment scheme as a solution of the main problem.

(vi) "*Interim*" *Basic Wage*, 1946. As the result of (a) an application made on 30th October, 1946 (during the course of the Standard Hours Case) by the Attorney-General for the Commonwealth for the restoration to the Full Court List of certain adjourned 1940 basic wage applications (*see* (v) *supra*), (b) a number of fresh cases which had come to the Court since 1941, and (c) an application by the Australasian Council of Trade Unions on behalf of the unions for an "*interim*" basic wage declaration, the Court, on 25th November, 1946, commenced the hearing of this case. The case ended on 10th December, 1946 and judgment was delivered on 13th December, 1946 whereby an increase of 7s. per week was granted in the "*needs*" portion of the basic wage then current and based on the weighted average "*Court*" index-number for the Six Capital Cities (as a whole) for the September quarter, 1946. This had the effect of raising the base (1923-27) index-number of the "*Court*" Series Index from 81.0 to 87.0, the corresponding "*needs*" basic wage from 81s. to 87s. per week, and the current rate for the Six Capital Cities as a whole from 93s. to 100s. per week. All "*loadings*" on the basic wage were retained at their existing amounts until otherwise ordered by the Court.

The immediate monetary effect was to increase by 7s. per week the basic wage in each of the capital cities (with the exception of Hobart, where the increase was 6s.), and in most of the other towns or combinations of towns—the position of the index-number for a town in the new Automatic Adjustment Scale (on the new base rate of 87s.) determining whether the increase was 7s. or 6s. The date of operation for the majority of workers affected was the beginning of the first pay-period commencing in the month of December, 1946, in certain industries as from 1st December, 1946 and for certain other groups of workers from dates fixed by Judges dealing with individual applications for the increase.

Further details of this judgment may be obtained from *Labour Report* No. 37, page 78.

(vii) *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 November, 1949, are as follows:—

	s.	d.		s.	d.
New South Wales—			South Australia—		
Sydney	132	0	Adelaide	126	0
Newcastle (a) ..	132	0	Five Towns (c) ..	126	0
Port Kembla-Wollongong(a) ..	132	0	Western Australia—		
Broken Hill	141	0	Perth	129	0
Five Towns (c) ..	132	0	Kalgoorlie	137	0
Victoria—			Geraldton	134	0
Melbourne	130	0	Five Towns (c) ..	130	0
Geelong (b)	130	0	Tasmania—		
Warrnambool (b) ..	130	0	Hobart	128	0
Mildura (b)	130	0	Launceston	126	0
Yallourn (b)	136	6	Queenstown	126	0
Five Towns (c) ..	129	0	Five Towns (c) ..	127	0
Queensland—					
Brisbane	125	0	Thirty Towns(c) ..	129	0
Five Towns (c) ..	125	0	Six Capital Cities (c) ..	129	0

(a) Based on Sydney.

(b) Based on Melbourne.

(c) Weighted average.

* Legislation covering a scheme to become operative on 1st July, 1941, was actually passed by the Commonwealth Parliament on 3rd April, 1941—*see* page 436 for details.

The rate for provincial towns, other than those mentioned above, is 3s. less than that of their respective capital cities. The rate for adult females varies, approximately, from 54 to 75 per cent. of the adult male rate.

The following table shows the movements of this wage in all capital cities and the six capital cities as a whole during the years 1939 to 1949.

BASIC WEEKLY WAGE RATES (a), CAPITAL CITIES, FIXED BY COMMONWEALTH COURT OF CONCILIATION AND ARBITRATION.

Date Operative.(b)	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1939—September ..	81 0	81 0	76 0	78 0	77 0	77 0	79 0
1940—November ..	85 0	84 0	79 0	80 0	80 0	81 0	83 0
1941—November ..	89 0	88 0	84 0	84 0	85 0	85 0	87 0
1942—November ..	97 0	97 0	91 0	93 0	91 0	92 0	95 0
1943—November ..	99 0	98 0	93 0	94 0	94 0	95 0	97 0
1944—November ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
1945—November ..	99 0	98 0	93 0	93 0	94 0	94 0	96 0
1946—February ..	..	..	..	94 0	..	95 0	..
May ..	..	..	94 0	..	..	..	97 0
August ..	100 0	99 0	..	95 0	95 0	96 0	98 0
November ..	101 0	..	..	..	..	97 0	..
December ..	108 0	106 0	101 0	102 0	102 0	103 0	105 0
1947—February ..	..	107 0	103 0	..	103 0	104 0	106 0
May ..	110 0	..	104 0	103 0	..	..	..
August ..	..	108 0	..	104 0	104 0	105 0	107 0
November ..	112 0	109 0	105 0	106 0	106 0	107 0	109 0
1948—February ..	114 0	113 0	107 0	108 0	107 0	110 0	111 0
May ..	116 0	115 0	110 0	111 0	110 0	112 0	114 0
August ..	120 0	117 0	113 0	114 0	112 0	115 0	116 0
November ..	122 0	120 0	115 0	116 0	116 0	118 0	119 0
1949—February ..	124 0	123 0	118 0	119 0	118 0	121 0	122 0
May ..	127 0	125 0	119 0	121 0	120 0	124 0	124 0
August ..	130 0	128 0	122 0	124 0	126 0	127 0	127 0
November ..	132 0	130 0	125 0	126 0	129 0	128 0	129 0

(a) Rates include "prosperity loadings" granted from 1st July, 1937 and increase in "needs" basic wage granted from 1st December, 1946. (b) Generally from the beginning of the first pay period commencing in the month indicated.

3. **Australian Territories.**—A full account of the basis upon which the basic wages are determined in (a) Australian Capital Territory and (b) Northern Territory (both north and south of the 20th parallel of South Latitude) will be found on pages 87 to 92 of *Labour Report No. 37*, for 1948.

The following table gives a summary of variations in the basic wage in the Australian Capital Territory from 1st May, 1922, the first determination of the Industrial Board, to 1949.

BASIC WAGE VARIATIONS IN THE AUSTRALIAN CAPITAL TERRITORY.

Date of Operation.	Basic Wage per Week (Males.)	Date of Operation.	Basic Wage per Week (Males.)
	£ s. d.		£ s. d.
1st May, 1922	4 5 0	10th October, 1941	4 15 6
10th October, 1926	5 0 0	1st December, 1946	5 13 6
25th July, 1931	4 3 4	1st May, 1947	5 14 6
21st October, 1932	4 5 0	1st November, 1948	6 8 6
1st July, 1936	4 5 6	1st November, 1949	6 19 6

In the Northern Territory there are two basic wages operating, one in respect of areas north of the 20th parallel of South Latitude, generally referred to as the "Darwin" rate and the other in respect of areas south of that parallel and extending down to the 26th parallel (the "Port Augusta" rate). The main variations in these rates are set out in the following table.

BASIC WAGE VARIATIONS IN THE NORTHERN TERRITORY.

"Darwin" Rate.		"Port Augusta" Rate.	
Date of Operation.	Basic Wage per Week (Adult Males).	Date of Operation.	Basic Wage per Week (Adult Males).
	£ s. d.		£ s. d.
15th March, 1915	3 17 0	15th March, 1915	3 17 0
1st July, 1924	5 4 6	1st July, 1924	5 4 6
31st October, 1927	5 10 0	31st October, 1927	5 10 0
3rd February, 1935	4 10 9	3rd February, 1935	4 0 0
1st August, 1938	4 13 9	1st September, 1938	4 7 0
12th November, 1939	5 10 0	1st November, 1939	4 8 0
7th April, 1941	5 12 9	1st June, 1941	4 15 0
1st December, 1946	6 15 9	1st December, 1946	5 14 0
20th May, 1948	7 0 9	1st September, 1948	5 18 0
1st November, 1948	7 5 9	1st November, 1948	6 8 0
1st November, 1949	7 19 9	1st November, 1949	6 18 0

4. *Basic Wage Rates for Females.*—Reference should be made to *Labour Report* No. 37 for 1948 (page 82) 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 which 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.

5. *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 in the table referred to below; a 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.

A table showing the variations in the living wages determined by the industrial tribunals of New South Wales up to 27th April, 1937 was published in previous issues of the Official Year Book (*see* No. 37, page 481). Since 27th April, 1937, changes have been 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 435.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 427, 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 basic rate for adult females was fixed at 54 per cent. of the adult male rate to the nearest sixpence. 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, 1949 are £6 12s. for males and £3 11s. 6d. for females.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age was operative in New South Wales 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 Official Year Book No. 37, pp. 485-6.

(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 Acts 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 empowered under the Factory and Shops Acts 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 male rate for Melbourne is £6 10s. per week (operative from 1st November, 1949), and for Hobart £6 8s. per week (operative from 1st November, 1949). Female rates vary approximately from 54 to 75 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 up to 1st April, 1937, were published in previous issues of the Official Year Book (*see* No. 37, page 482). Variations since that date are shown below:—

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

Date of Operation.	Adult Basic Wage.			
	Male.		Female.	
	£	s. d.	£	s. d.
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
4th May, 1942 (a)	4	11 0	2	9 6
23rd December, 1946 (b)	5	5 0	3	0 6

(a) Quarterly adjustments provided by judgment of 21st April, 1942—*see* below for latest rates.

(b) Consequent on "Interim" basic wage of Commonwealth Court of December, 1946.

The rates shown above are applicable throughout the Southern Division (Eastern District), which includes the metropolitan area; allowances are added for the following divisions—Northern (Eastern District), 10s.; Northern (Western District), 17s. 4d.; Mackay, 5s. 6d.; and Southern (Western District), 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 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 are £6 9s. for adult males, and £3 19s. 6d. for adult females, and have been operative since 1st November, 1949.

(iv) *South Australia.* The Industrial Code 1920-1948 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.

Following on the declaration of an "interim" increase in its "needs" basic wage by the Commonwealth Court of Conciliation and Arbitration on 13th December, 1946 (*see p. 429*) the South Australian Parliament, by virtue of the Economic Stability Act No. 52 of 1946, and other enabling powers, provided for the Governor, by proclamation, to declare the "daily living wage" for adult males in the metropolitan area to be one-sixth of the Commonwealth weekly basic wage for this area (102s. per week, inclusive of the "prosperity loading" of 4s.) and to be operative from 7th January, 1947. The Act mentioned also provided for similar proclamations in respect of any adjustment of such wage, but the powers of the Board of Industry to declare a "living wage" were retained, and any such wage so declared will supersede that declared by proclamation.

The variations in the living wages determined by the Board of Industry up to 25th November, 1937, were published in previous issues of the Official Year Book (*see No. 37 page 483*). Variations since that date are shown below:—

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

Male.			Female.		
Date of Operation.	Living Wage per Week.		Date of Operation.	Living Wage per Week.	
	£	s. d.		£	s. d.
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
26th September, 1946 ..	4	18 6	26th September, 1946 ..	2	15 0
7th January, 1947 (a) ..	5	2 0	7th January, 1947 ..	2	17 0
21st August, 1947 ..	5	4 0	21st August, 1947 ..	2	18 0
13th November, 1947 ..	5	6 0	13th November, 1947 ..	2	19 0
7th July, 1948 ..	5	17 0	7th July, 1948 ..	3	6 6
19th May, 1949 ..	6	5 0	19th May, 1949 ..	3	8 6

(a) Commonwealth rate for metropolitan area adopted.

(v) *Western Australia.* The Industrial Arbitration Act 1912-1948 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 up to 1937 were published in previous issues of the Official Year Book (see No. 37, page 484). Variations since 1937 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, 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
" " 1946 ..	5 1 1	2 14 7	5 0 6	2 14 3	5 9 0	2 18 10
26th Feb., 1947 (a) ..	5 7 1	2 17 10	5 6 6	2 17 6	5 15 4	3 2 3
1st July, 1947 ..	5 7 10	2 18 3	5 7 3	2 17 11	5 16 0	3 2 8
" " 1948 ..	5 15 9	3 2 6	5 15 2	3 2 2	6 4 9	3 7 4
" " 1949 ..	6 7 1	3 8 8	6 6 9	3 8 5	6 15 1	3 12 11

(a) Consequent on "Interim" Basic Wage of Commonwealth Court of December, 1946.

The latest rates payable in accordance with the quarterly adjustments declared by the Court are shown in par. (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 November, 1949:—

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) ..	6 12 0	3 11 6	1.11.49	(b)
Victoria(c) ..	(6 10 0)	(3 10 0)	1.11.49	(c)
Queensland(d) ..	6 9 0	3 19 6	31.10.49	Man, wife and three children
South Australia ..	6 5 0	3 8 6	19.5.49	" "
Western Australia(e) ..	6 15 11	3 13 5	24.10.49	Man, wife and two children
Tasmania (c) ..	(6 8 0)	(3 9 0)	1.11.49	(c)

(a) Sydney, Newcastle, Port Kembla—Wollongong, Broken Hill—males £7 18s., females £3 16s. Elsewhere, males £6 9s., females £3 9s. 6d. (b) Commonwealth Basic Wage operative—no defined family unit. (c) None declared, but rates (Capital City) shown are those of Commonwealth Court which are followed to a large extent. (d) Southern Division (Eastern District—including Brisbane). Allowances are added for the following Divisions—Northern (Eastern District), 10s.; Northern (Western District), 17s. 4d.; Mackay, 5s. 6d.; and Southern (Western District), 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 £7 2s. 11d.; females £3 17s. 2d. South-West Land Division (excluding Metropolitan Area)—males £6 15s. 4d.; females £3 13s. 1d.

6. *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.

2. *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 the cost of endowing dependent children under fourteen years of age in Australia at 5s. per week. After discussion, it was decided to refer the matter to a Royal Commission, to be appointed by the Commonwealth Government.

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

At the conference of Commonwealth and State Ministers held in 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 "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.

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 10s. per week (5s. per week from 1st July, 1941 to 25th June, 1945, and 7s. 6d. from 26th June, 1945 to 8th November, 1948) for each child 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 Directors in each State.

A summary of the operations under the Child Endowment Act from 1st July, 1944 to 30th June, 1949, is given on pp. 330-1 of Chapter IX. "Welfare Services".

3. **Earlier Schemes.**—Consequent upon the operation of the Commonwealth Child Endowment Scheme, appropriate steps were taken for the termination of the schemes operating in the Commonwealth Public Service and in New South Wales. The Commonwealth Public Service Scheme was the first system instituted in Australia and came into operation on 1st November, 1920. In New South Wales an abortive attempt to institute the system was made in 1919 and a scheme was adopted under the Family Endowment Act 1927 which operated from 23rd July, 1927. For further details of these schemes reference may be made to the Official Year Book No. 37, pages 485 and 486.

E.—EMPLOYMENT.

§ 1. Employment.

1. **Total Occupied Persons.**—(i) *General.* The following estimates of the total numbers of occupied males and females are based principally on data from the 1933 Census (June), the National Register (July, 1939), The Civilian Register (June, 1943), the Occupation Survey (June, 1945) and the 1947 Census (June). These sources of information have been supplemented by Pay-roll Tax returns, which commenced in July, 1941.

(ii) *Australia.* The estimates in the table below are divided into three categories (a) Defence Forces; (b) all persons fully occupied as employers, or as self-employed in businesses or on farms; and (c) 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 go to, are excluded, as also are persons engaged on Government relief works.

* 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).

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 self-employed persons, as it is considered that the majority of these are sons or other close relatives of farmers working in an unofficial partnership, or as learners with the farm owner. Unpaid female helpers on farms are very numerous, but their exact number is not known. Generally, they combine part-time dairy or other farm work with part-time duties in the home. Together with women occupied in unpaid home duties they have been excluded from the category of occupied persons.

Statistics of net enlistments in the Defence Forces shown in the table below represent total enlistments for full-time duty less deaths and discharges. Prior to December, 1941, men in certain age-groups were called-up for short training courses but these men are excluded from the figures. In July, 1941, the number of such men was approximately 50,000.

TOTAL OCCUPIED PERSONS : AUSTRALIA.

('000.)

Year and Month.	De- fence Forces (Net Enlist- ments). (a)	Employers and Self- employed.			Wage and Salary Earners.			Total Occupied Civilians.	Total Occupied Persons including Forces. (a)
		Rural Indus- try.	Other Indus- tries.	Total.	Rural Indus- try.	Other Indus- tries.	Total.		

MALES.

1933—June ..	5.8	292.4	248.3	540.7	200.0	992.0	1,192.0	1,732.7	1,738.5
1939—July ..	12.9	300.0	299.0	599.0	202.0	1,293.1	1,495.1	2,094.1	2,107.0
1941—July ..	282.8 ^d	284.0	208.0	492.0	188.0	1,303.4	1,551.4	2,043.4	2,326.2
1943—June ..	685.0	262.0	150.0	412.0	120.9	1,273.2	1,394.1	1,806.1	2,491.1
1945—June(b) ..	603.5	287.5	187.1	474.6	130.2	1,294.2	1,424.4	1,899.0	2,502.5
1947—June(c) ..	54.5	282.2	287.0	569.2	150.9	1,649.4	1,800.3	2,369.5	2,424.0

FEMALES.

1933—June ..	..	15.1	56.2	71.3	4.4	447.5	451.9	523.2	523.2
1939—July ..	..	16.0	62.0	78.0	4.0	561.6	565.6	643.6	643.6
1941—July ..	1.8	14.0	56.8	70.8	6.0	656.2	662.2	733.0	734.8
1943—June ..	44.0	11.7	34.4	46.1	28.1	682.1	710.2	756.3	800.3
1945—June(b) ..	45.4	17.0	43.1	60.1	23.0	667.1	690.1	750.2	795.6
1947—June(c) ..	1.0	14.4	56.7	71.1	8.0	661.4	669.4	740.5	741.5

PERSONS.

1933—June ..	5.8	307.5	304.5	612.0	204.4	1,439.5	1,643.9	2,255.9	2,261.7
1939—July ..	12.9	316.0	361.0	677.0	206.0	1,834.7	2,060.7	2,737.7	2,750.6
1941—July ..	284.6 ^d	298.0	264.8	562.8	194.0	2,019.6	2,213.6	2,776.4	3,061.0
1943—June ..	729.0	273.7	184.4	458.1	149.0	1,955.3	2,104.3	2,562.4	3,291.4
1945—June(b) ..	648.9	304.5	230.2	534.7	153.2	1,961.3	2,114.5	2,649.2	3,298.1
1947—June(c) ..	55.5	296.6	343.7	640.3	158.9	2,310.8	2,469.7	3,110.0	3,165.5

(a) Includes those serving outside Australia. (b) Occupation Survey, 1st June, 1945.
(c) Subject to revision. (d) Excludes approximately 50,000 men called up for short training courses.
(e) Includes females, in thousands, in private domestic service as follows:—106.7 in June, 1933; 124.5 in July, 1939; 100.0 in July, 1941; 41.5 in June, 1943; 47.6 in June, 1945; and 41.8 in June, 1947.

From June, 1933 to July, 1939, the number of occupied persons of both sexes had increased by 488,900, due to the increases of 223,700 in the number of available bread-winners and to the decrease of 265,200 in the number unemployed from 563,200 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 bread-winners (persons who would not otherwise have been working), balanced the net intake into the Defence Forces at June, 1943 (716,000). The preliminary estimate of 661,400 female wage and salary earners employed in non-rural industries as at June, 1947 includes 41,800 private domestics (the preliminary Census figure). The remaining 619,600 females in the estimate include females working part-time. The tentative 1947 Census figure for the same industries (i.e. excluding rural and private domestic) was 576,400. Persons working regularly but for considerably less than normal working hours were instructed on the Census Schedule to exclude themselves from the work force, unless their earnings from such work formed their principal means of livelihood.

(iii) *States.* The following table shows total occupied males and females in each State in July, 1939, and June, 1947, divided into Defence Forces, Employers and Self-employed, and Wage and Salary Earners.

TOTAL OCCUPIED PERSONS: STATES.

('000.)

State.	Defence Forces (Net Enlistments). (a)		Employers and Self-employed.		Wage and Salary Earners.		Total Occupied Persons, including Forces. (a)	
	July, 1939.	June, 1947. (b)	July, 1939.	June, 1947. (b)	July, 1939.	June, 1947. (b)	July, 1939.	June, 1947. (b)

MALES.

New South Wales	4.9	21.3	216.2	200.0	596.2	724.0	817.3	945.3
Victoria	4.4	17.2	162.9	158.8	399.5	481.5	566.8	657.5
Queensland	1.0	6.9	95.1	96.8	218.6	256.4	314.7	360.1
South Australia	1.1	4.3	54.6	51.8	127.7	154.8	183.4	210.9
Western Australia	1.0	3.5	47.4	39.9	99.7	115.7	148.1	159.1
Tasmania	0.5	1.3	21.5	20.2	46.9	58.3	68.9	79.8
Australia (c)	12.9	54.5	599.0	569.2	1,495.1	1,800.3	2,107.0	2,424.0

FEMALES.

New South Wales	..	0.4	28.4	26.4	220.8	269.6	249.2	296.4
Victoria	..	0.3	25.5	22.7	175.3	203.5	200.8	226.5
Queensland	..	0.1	11.1	10.2	71.2	83.7	82.3	94.0
South Australia	..	0.1	6.0	5.3	47.4	53.0	53.4	58.4
Western Australia	..	0.1	4.8	4.3	33.2	38.6	38.0	43.0
Tasmania	..	..	2.2	1.9	16.3	19.1	18.5	21.0
Australia (c)	..	1.0	78.0	71.1	565.6	669.4	643.6	741.5

PERSONS.

New South Wales	..	4.9	21.7	244.6	226.4	817.0	993.6	1,066.5	1,241.7
Victoria	..	4.4	17.5	188.4	181.5	574.8	685.0	767.6	884.0
Queensland	..	1.0	7.0	106.2	107.0	289.8	340.1	397.0	454.1
South Australia	..	1.1	4.4	60.6	57.1	175.1	207.8	236.8	269.3
Western Australia	..	1.0	3.6	52.2	44.2	132.9	154.3	186.1	202.1
Tasmania	..	0.5	1.3	23.7	22.1	63.2	77.4	87.4	100.8
Australia (c)	..	12.9	55.5	677.0	640.3	2,060.7	2,469.7	2,750.6	3,165.5

(a) Includes those serving outside Australia. (b) Subject to revision. (c) Includes Australian Capital Territory and Northern Territory.

Between July, 1939 and December, 1948, the occupied population of Australia (including Defence Forces but excluding unemployed, pensioners, retired persons of independent means and dependants) increased by approximately 15.1 per cent. The proportionate increase in each State was as follows: New South Wales, 16.4; Victoria, 15.2; Queensland, 14.4; South Australia, 13.7; Western Australia, 8.6; Tasmania, 15.3.

2. *Wage and Salary Earners in Employment.*—(i) *Australia and States.* Estimates are made monthly of wage and salary earners in employment (excluding employees in rural industry and female domestics in private homes), based on Pay-roll Tax returns and statistics of Commonwealth Government employment. Pay-roll Tax returns cover only a small proportion of wage earners on rural holdings, and practically no private domestic servants. It is not possible to obtain actual numbers of farm employees and private domestic servants except when a Census or quasi-Census such as Occupation Survey (1st June, 1945) is taken, but estimates have been made from time to time using available data. The next table shows for each State and for Australia as a whole the trend in that section of wage and salary earning employment which it is possible to estimate monthly. Figures are shown as at June, 1933 (Census) and July, 1939 (based on National Register). From July, 1941 (commencement of Pay-roll Tax returns) the estimates are available for each month, and the table shows the level at June of the years 1943 and 1945 to 1949.

WAGE AND SALARY EARNERS IN EMPLOYMENT.

(*Excluding Rural Wage Earners, Female Domestics in Private Homes, and Persons on Paid Strength of Defence Forces.*)
(’000.)

Year and Month.	New South Wales.	Vic-toria.	Queens-land.	South Aus-tralia.	Western Aus-tralia.	Tas-mania.	Aus-tralia. (a)
MALES.							
1933—June	380.6	288.6	139.8	80.5	70.1	29.0	992.0
1939—July	529.9	357.5	172.8	106.7	82.9	37.4	1,293.1
1943—June	525.1	355.2	167.3	110.6	70.4	36.9	1,273.2
1945—June (b) ..	534.1	359.1	168.7	109.8	75.6	39.5	1,294.2
1946—June (c) ..	618.5	417.9	192.4	129.6	93.9	46.9	1,506.5
1947—June (c) ..	671.8	452.6	220.2	140.9	103.9	51.1	1,649.4
1948—June (c) ..	702.3	473.3	232.6	149.0	109.2	54.5	1,730.9
1949—June (c) (d)	705.5	489.9	240.3	155.6	113.0	56.2	1,772.1
FEMALES.							
1933—June	125.8	118.2	40.5	26.0	20.6	9.1	340.8
1939—July	168.0	142.9	53.2	34.0	26.2	11.6	437.1
1943—June	254.4	205.4	74.1	52.9	35.5	16.7	640.7
1945—June (b) ..	247.7	193.8	74.9	48.8	35.6	16.7	619.5
1946—June (c) ..	242.3	183.7	71.2	45.8	34.5	16.6	596.0
1947—June (c) ..	252.1	190.5	74.5	48.0	35.6	16.9	619.6
1948—June (c) ..	261.9	196.7	77.9	50.1	37.0	18.0	644.0
1949—June (c) (d)	263.8	202.8	80.0	52.1	37.9	18.6	657.9
PERSONS.							
1933—June	506.4	406.8	180.3	106.5	90.7	38.1	1,332.8
1939—July	697.9	500.4	226.0	140.7	109.1	49.0	1,730.2
1943—June	779.5	560.6	241.4	163.5	105.9	53.6	1,913.9
1945—June (b) ..	781.8	552.9	243.6	158.6	111.2	56.2	1,913.7
1946—June (c) ..	860.8	601.6	263.6	175.4	128.4	63.5	2,102.5
1947—June (c) ..	923.9	643.1	294.7	188.9	139.5	68.0	2,269.0
1948—June (c) ..	964.2	670.0	310.5	199.1	146.2	72.5	2,374.9
1949—June (c) (d)	969.3	692.7	320.3	207.7	150.9	74.8	2,430.0

(a) Includes Australian Capital Territory and Northern Territory. (b) 1st June, 1945 (Occupation Survey). (c) Subject to revision. (d) Australia-wide black coal strike commenced 27th June, 1949.

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

(ii) *Industrial Groups.* The following table shows the total male and female wage and salary earners in employment (excluding employees in rural industry and female private domestics) subdivided to show the extent of employment provided by Governmental authorities and by private employers respectively. Some principal industrial groups included in the total are shown separately and include both Governmental and private employees, except in the case of retail trade, where there are no Governmental employees.

WAGE AND SALARY EARNERS IN EMPLOYMENT, INDUSTRIAL GROUPS : AUSTRALIA.

(Excluding Rural Wage Earners, Female Domestics in Private Homes, and Persons on Paid Strength of Defence Forces.)

(*000.)

Year and Month.	Total Employment.			Employment in Certain Industrial Groups.					
	Governmental. (a)	Private Employers.	Total.	Mining and Quarrying.	Factories.	Transport and Communication.	Retail Trade.	Other Commerce and Finance.	
MALES.									
1933—June	262.2	729.8	992.0	36.3	251.7	164.4	212.2		
1939—July	349.8	943.3	1,293.1	52.2	391.5	185.9	259.7		
1943—June	413.3	859.9	1,273.2	45.2	520.7	195.7	71.7	89.3	
1945—June (b) .. .	399.9	894.3	1,294.2	43.4	514.5	209.6	76.3	96.5	
1946—June (c) .. .	435.0	1,071.5	1,506.5	48.8	558.4	237.8	103.2	133.4	
1947—June (c) .. .	472.0	1,177.4	1,649.4	51.0	593.2	256.4	116.0	151.9	
1948—June (c) .. .	494.0	1,236.9	1,730.9	52.7	625.0	269.9	123.3	161.7	
1949—June (c) (d) ..	522.7	1,249.4	1,772.1	49.2	623.3	280.8	125.6	169.3	
FEMALES.									
1933—June	46.5	294.3	340.8	0.2	103.1	11.1	87.3		
1939—July	55.2	381.9	437.1	0.3	148.2	12.6	114.9		
1943—June	135.9	504.8	640.7	0.6	228.6	34.6	98.5	52.6	
1945—June (b) .. .	125.4	494.1	619.5	0.4	206.3	36.5	95.9	52.5	
1946—June (c) .. .	94.0	502.0	596.0	0.5	192.1	32.4	99.6	50.8	
1947—June (c) .. .	92.1	527.5	619.6	0.5	199.9	32.4	104.0	53.0	
1948—June (c) .. .	94.9	549.1	644.0	0.6	208.0	35.0	109.3	56.9	
1949—June (c) (d) ..	100.2	557.7	657.9	0.7	210.3	37.2	110.7	59.8	
PERSONS.									
1933—June	308.7	1,024.1	1,332.8	36.5	354.8	175.5	299.5		
1939—July	405.0	1,325.2	1,730.2	52.5	539.7	193.5	374.6		
1943—June	549.2	1,364.7	1,913.9	45.8	749.3	230.3	170.2	141.9	
1945—June (b) .. .	525.3	1,388.4	1,913.7	43.8	720.8	246.1	172.2	149.0	
1946—June (c) .. .	529.0	1,573.5	2,102.5	49.3	750.5	270.2	202.8	184.2	
1947—June (c) .. .	564.1	1,704.9	2,269.0	51.5	793.1	288.8	220.0	204.0	
1948—June (c) .. .	588.9	1,786.0	2,374.9	53.3	833.0	304.9	232.6	218.6	
1949—June (c) (d) ..	622.9	1,807.1	2,430.0	49.9	833.6	318.0	236.3	229.1	

(a) Includes employees of Australian Government Authorities (Commonwealth, State and Local) and of Allied Governments. (b) 1st June, 1945 (Occupation Survey). (c) Subject to revision. (d) Australian-wide black coal strike commenced 27th June, 1949.

(iii) *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* and the *Monthly Bulletin of Employment Statistics*. Additional tables regarding employment in factories may be found in Chapter XXIV. "Manufacturing Industry".

An index of factory employment in Australia, published in the *Monthly Review of Business Statistics*, shows that in 1948-49 factory employment was 60 per cent. higher than the average employment for the three years ended June, 1939.

3. **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, 1949, employment in retail stores was 24.4 per cent. higher than in July, 1941.

4. **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, 1933 and 1947, the National Register, 1939, and the Occupation Survey, 1945. 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 is also shown.

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) ..	460.2	103.1	563.3	27.9	19.1	25.8
1939—July (b) ..	264.0	34.0	298.0	15.0	5.7	12.6
1945—June (c) ..	39.9	16.2	56.1	2.7	2.3	2.6
1947—June (d) ..	66.6	16.9	83.5	3.7	2.5	3.4

(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 Occupation Survey, 1945. (d) Persons in the work force who were not at work at the time of the Census.

The estimates and percentages of unemployment given above for periods subsequent to the Census of 1933 should be interpreted in conjunction with the notes below.

The estimates for 1939 were based on the National Register, which covered males aged 18-64 years, and data available from other sources. Owing to the use on the Occupation Survey (1945) card of the definition "a person normally working for wages but without a job on 1st June", it appears that the 1945 figures exclude some persons who were temporarily absent from their jobs at the date of the survey.

The proportion of wage earners unemployed in July, 1939, immediately prior to the 1939-45 War, was estimated at approximately 12½ per cent. In July, 1941, it was about 4 per cent. and by June, 1943, under conditions of intensive mobilization of manpower for war purposes involuntary unemployment was practically nil.

Of the numbers at the 1947 Census shown above 25.6 per cent. were not at work owing to sickness or accident and 26.6 per cent. stated that they were resting. Of the latter approximately half said they expected to resume their former jobs.

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 furnishing regular reports exceeds 770,000, consisting predominantly of males and representing about 54 per cent. of the total trade union membership, and between 25 and 30 per cent. of all wage and salary earners. Unemployment returns are not collected from unions whose members 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: they include persons out of work through sickness but 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, 1939 to 1948.* The following table gives a summary for Australia for the years 1939 and 1944 to 1948 and quarterly for the years 1939 and 1946 to 1948. Particulars of unemployment percentages at intervals since 1911 will be found on page 460 :—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : AUSTRALIA.

Period.			Unions.	Membership.	Unemployed.	
					Number.	Percentage.
1939 Year	..	..	396	476,918	45,967	9.7
1944 "	..	..	389	687,684	8,073	1.2
1945 "	..	..	388	673,750	7,864	1.2
1946 "	..	..	383	672,121	9,125	1.4
1947 "	..	..	381	718,096	8,432	1.2
1948 "	..	..	380	761,104	6,533	0.9
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
1946 March	..	..	385	662,296	9,062	1.4
June "	..	..	385	661,432	8,757	1.3
September "	..	..	381	672,209	9,212	1.4
December "	..	..	381	692,546	9,468	1.4
1947 March	..	..	381	699,155	9,880	1.4
June "	..	..	381	713,455	9,240	1.3
September "	..	..	381	725,286	7,970	1.1
December "	..	..	381	734,489	6,637	0.9
1948 March	..	..	381	744,901	6,484	0.9
June "	..	..	380	752,222	6,549	0.9
September "	..	..	380	769,959	6,813	0.9
December "	..	..	380	777,332	6,287	0.8

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, Industrial Groups, 1947 and 1948.* Below are shown 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.

Industrial Group.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1947.	1948.	1947.	1948.	1947.	1948.	1947.	1948.
Manufacturing—								
I. Wood, Furniture, etc. . . .	16	16	23,014	24,945	132	85	0.6	0.3
II. Engineering, Metal Works, etc. . . .	58	58	188,195	198,570	1,167	616	0.6	0.3
III. Food, Drink, Tobacco, etc. . .	54	54	44,355	47,673	1,231	992	2.8	2.1
IV. Clothing, Textiles, etc. . . .	22	22	67,699	73,682	664	485	1.0	0.7
V. Books, Printing, etc. . . .	12	12	28,129	28,472	67	44	0.2	0.2
VI. Other Manufacturing	62	62	51,759	56,326	1,061	961	2.0	1.7
VII. Building	46	46	68,868	78,792	1,141	877	1.7	1.1
VIII. Mining, Quarrying, etc. . .	21	21	29,010	27,636	668	830	2.3	3.0
X. Land Transport other than Railway and Tramway Services	13	13	30,845	35,340	651	415	2.1	1.2
IX., XI., XII., XIII., and XIV. Other and Miscellaneous	77	76	186,222	189,668	1,650	1,228	0.9	0.6
All Groups	381	380	718,096	761,104	8,432	6,533	1.2	0.9

(iv) *States, 1947 and 1948.* 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.

State.	Unions Reporting.				Unemployed.			
	Number.		Members.		Number.		Percentage.	
	1947.	1948.	1947.	1948.	1947.	1948.	1947.	1948.
New South Wales	109	109	301,413	320,178	3,840	3,116	1.3	1.0
Victoria	74	74	204,499	212,831	2,423	1,762	1.2	0.8
Queensland	45	44	92,476	97,843	683	423	0.7	0.4
South Australia	54	54	62,345	69,390	620	734	1.0	1.1
Western Australia	65	65	41,347	43,956	492	381	1.2	0.9
Tasmania	34	34	16,016	16,906	374	117	2.3	0.7
Australia	381	380	718,096	761,104	8,432	6,533	1.2	0.9

(v) *States, 1939 to 1948.* The following table gives the percentages in each State for 1939 and from 1944 to 1948:—

UNEMPLOYMENT OF MEMBERS OF TRADE UNIONS : PERCENTAGES.
(Per cent.)

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
1939 Year ..	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1944 " ..	1.6	0.8	0.7	1.0	1.5	0.8	1.2
1945 " ..	1.5	0.9	0.7	1.3	1.2	1.0	1.2
1946 " ..	1.5	1.2	0.9	1.4	1.5	2.0	1.4
1947 " ..	1.3	1.2	0.7	1.0	1.2	2.3	1.2
1948 " ..	1.0	0.8	0.4	1.1	0.9	0.7	0.9
1939 March Quarter ..	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June " ..	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept. " ..	11.6	11.2	5.8	9.4	8.2	8.3	10.2
Dec. " ..	11.1	9.0	5.8	9.1	6.6	7.1	9.3
1946 March " ..	1.5	1.3	0.8	1.6	1.5	1.7	1.4
June " ..	1.6	1.1	0.9	1.4	1.6	1.6	1.3
Sept. " ..	1.5	1.3	0.8	1.3	1.5	2.3	1.4
Dec. " ..	1.5	1.3	1.0	1.1	1.6	2.3	1.4
1947 March " ..	1.5	1.6	0.8	1.1	1.4	2.2	1.4
June " ..	1.4	1.1	0.9	1.0	1.1	2.4	1.2
Sept. " ..	1.1	1.2	0.8	1.0	1.1	2.5	1.1
Dec. " ..	1.0	0.8	0.4	0.8	1.1	2.3	0.9
1948 March " ..	1.0	0.8	0.5	0.9	1.0	0.5	0.9
June " ..	1.0	0.8	0.5	1.0	1.0	0.5	0.9
Sept. " ..	0.9	1.0	0.4	1.2	0.8	0.7	0.9
Dec. " ..	0.9	0.7	0.3	1.1	0.7	1.0	0.8

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. Commonwealth Employment Service.

The Commonwealth Employment Service was established under Section 47 of the Re-establishment and Employment Act of 1945, and under the Social Services Legislation Declaratory Act 1947.

The principal function of this Service, as set out in Section 48 of the first-mentioned Act, is to provide services and facilities in relation to employment for the benefit of persons seeking to become employed, to change employment, or to engage labour, and

to provide facilities to assist in bringing about and maintaining a high and stable level of employment throughout the Commonwealth. The Act also gives the Service a number of specific functions in relation to the re-establishment of ex-servicemen and war workers.

The Service also assists in the administration of the Unemployment and Sickness Benefits, provided under the Social Services Consolidation Act 1947, as well as the Re-Employment Allowance, provided under the Re-Establishment and Employment Act for certain classes of discharged members of the Forces. All persons who wish to claim unemployment benefits or re-employment allowances must register with their residential Employment Office which is responsible for checking the claim and arranging for payment of benefit, if appropriate, and if no suitable employment can be offered to the applicant.

The Service functions within the Employment Division of the Department of Labour and National Service, and is under the control of a Director of Employment. It functions on a decentralized basis. The Central Office is in Sydney, and there are State Head Offices in each of the capital cities, with 154 District Employment Offices in suburban and the larger provincial centres, and with some 500 agents in the smaller country centres who are responsible to the various District Employment Offices. The District Offices are distributed as follows :—New South Wales, 61 ; Victoria, 38 ; Queensland, 23 ; South Australia, 13 ; Western Australia, 14 ; Tasmania, 5.

The Service completed its third year of operation in May, 1949, and monthly average statistics of the principal items of business transacted during the year ended April, 1949, were as follows :—applicants for employment—new registrations 33,417, referred to employers 30,760, placed in employment 21,248 ; vacancies—new notifications 38,524, unfilled at end of month 105,574 ; persons receiving advice or information 33,936 ; and discharges (ex-Service) dealt with 1,272.

§ 4. 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 also 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. There were no disputes recorded in 1948 which started in and were unsettled at the end of 1947.

2. **Industrial Disputes Involving Stoppage of Work, Classified in Industrial Groups, 1948.**—The following table gives particulars of industrial disputes which either commenced or were current during 1948, classified according to industrial groups. Figures for 1947 may be found in *Labour Report*, 1947, No. 36, page 124.

INDUSTRIAL DISPUTES IN INDUSTRIAL GROUPS, 1948.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly	Indirectly (a)	Total.		
NEW SOUTH WALES.								
II.	Engineering, metal works, etc.	23	25	4,287	1,605	5,892	62,069	£ 89,818
III.	Food, drink, etc.	14	75	5,655	..	5,655	26,167	41,173
IV.	Clothing, textiles, etc.	2	2	128	..	128	168	190
V.	Books, printing, etc.	2	2	190	..	190	950	1,167
VI.	Other manufacturing	5	5	2,130	..	2,130	5,719	9,810
VII.	Building	6	6	1,613	258	1,871	3,352	6,066
VIII.	(a) Coal-mining	969	1,306	192,497	5,163	197,660	468,058	869,373
	(b) Other mining, quarries, etc.	1	1	400	..	400	22,400	44,800
IX.	Railway and tramway services	15	15	2,349	..	2,349	5,205	7,987
X.	Other land transport	5	354	6,413	..	6,413	7,486	12,504
XI.	Shipping, wharf labour, etc.	18	20	18,110	10	18,120	38,316	65,955
XII.	Pastoral, agricultural, etc.	2	2	179	..	179	681	980
XIII.	Domestic, hotels, etc.	1	1	37	..	37	37	34
XIV.	Miscellaneous	8	18	1,485	..	1,485	4,353	6,083
	Total	1,071	1,832	235,473	7,036	242,509	644,961	1,155,940
VICTORIA.								
II.	Engineering, metal works, etc.	3	3	221	..	221	1,503	2,388
III.	Food, drink, etc.	2	10	1,340	..	1,340	43,260	75,635
V.	Books, printing, etc.	1	12	200	..	200	4,400	8,000
VI.	Other manufacturing	2	2	376	..	376	7,896	9,100
VII.	Building	2	2	47	..	47	632	1,245
VIII.	(a) Coal-mining	1	1	52	..	52	936	2,000
IX.	Railway and Tramway services	2	2	32,763	..	32,763	73,551	102,350
XI.	Shipping, wharf labour, etc.	4	42	5,850	..	5,850	22,890	31,930
XIV.	Miscellaneous	4	8	885	155	1,040	4,835	7,986
	Total	21	82	41,734	155	41,889	150,903	240,634
QUEENSLAND.								
VIII.	(b) Other mining, quarries, etc.	1	1	960	..	960	9,600	16,132
IX.	Railway and tramway services	1	1	8,426	7,731	16,157	727,065	699,061
XI.	Shipping, wharf labour, etc.	8	23	4,271	..	4,271	78,299	117,811
XIV.	Miscellaneous	2	2	77	66	143	143	265
	Total	12	27	13,734	7,797	21,531	815,107	833,269
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc.	1	1	23	..	23	23	31
III.	Food, drink, etc.	3	3	982	..	982	3,836	5,396
VII.	Building	4	4	486	..	486	5,283	8,160
IX.	Railway and tramway services	3	3	2,450	980	3,430	5,230	6,810
XI.	Shipping, wharf labour, etc.	8	15	1,881	156	2,037	15,375	25,972
XIV.	Miscellaneous	2	2	69	..	69	517	769
	Total	21	28	5,891	1,136	7,027	30,264	47,138
WESTERN AUSTRALIA.								
III.	Food, drink, etc.	1	1	10	..	10	100	200
VIII.	(a) Coal-mining	4	5	1,137	..	1,137	5,577	11,154
XI.	Shipping, wharf labour, etc.	3	19	965	..	965	1,671	3,342
XIV.	Miscellaneous	1	1	244	..	244	488	600
	Total	9	26	2,356	..	2,356	7,836	15,296
TASMANIA.								
III.	Food, drink, etc.	1	1	200	..	200	18	40
VII.	Building	1	1	208	..	208	832	1,248
XI.	Shipping, wharf labour, etc.	1	2	40	..	40	80	145
XIV.	Miscellaneous	1	1	20	..	20	20	40
	Total	4	5	468	..	468	950	1,473
NORTHERN TERRITORY.								
XIV.	Miscellaneous	3	82	1,369	..	1,369	3,665	5,364
AUSTRALIA.								
II.	Engineering, metal works, etc.	27	29	4,531	1,605	6,136	63,595	92,237
III.	Food, drink, etc.	21	90	8,187	..	8,187	73,381	122,444
IV.	Clothing, textiles, etc.	2	2	128	..	128	168	190
V.	Books, printing, etc.	3	14	390	..	390	5,350	9,167
VI.	Other manufacturing	7	7	2,506	..	2,506	13,615	18,910
VII.	Building	13	13	2,354	258	2,612	10,099	16,719
VIII.	(a) Coal-mining	974	1,312	193,686	5,163	198,849	474,571	882,527
	(b) Other mining, quarries, etc.	2	2	1,360	..	1,360	32,000	60,932
IX.	Railway and tramway services	21	21	45,988	8,711	54,699	811,051	816,208
X.	Other land transport	5	354	6,413	..	6,413	7,186	12,504
XI.	Shipping, wharf labour, etc.	42	121	31,117	166	31,283	156,631	245,155
XII.	Pastoral, agricultural, etc.	2	2	179	..	179	681	980
XIII.	Domestic, hotels, etc.	1	1	37	..	37	37	34
XIV.	Miscellaneous	21	114	4,149	221	4,370	14,021	21,107
	Total	1,141	2,082	301,025	16,124	317,149	1,662,686	2,299,114

(a) Persons thrown out of work at the establishments where the stoppages occurred but not themselves parties to the dispute.

3. Industrial Disputes, Australia, 1939, 1944 to 1948.—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 1939 and 1944 to 1948, 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 83 and 85 in 1947 and 1948 respectively. In the five years 1944 to 1948 working days lost through dislocations involving workpeople engaged in coal-mining amounted to 2,183,578, representing 27 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.
			(a) Coal- mining.	(b) Other Mining, etc.			

NUMBER.

1939..	..	20	3	362	4	6	21	416
1944..	..	199	11	660	8	40	23	941
1945..	..	159	3	693	4	74	12	945
1946..	..	92	6	684	3	71	13	869
1947..	..	69	16	818	1	69	9	982
1948..	..	60	13	974	2	68	24	1,141

WORKPEOPLE INVOLVED.

1939..	..	8,818	57	137,792	900	2,017	3,246	152,830
1944..	..	65,629	1,494	158,838	6,452	36,473	7,472	276,358
1945..	..	56,833	351	194,806	2,072	59,032	2,844	315,938
1946..	..	55,225	554	163,954	669	126,378	1,768	348,548
1947..	..	35,475	39,114	192,390	500	58,483	1,175	327,137
1948..	..	17,347	2,612	198,849	1,360	92,395	4,586	317,149

WORKING DAYS LOST.

1939..	..	108,709	563	291,067	3,805	35,016	19,994	459,154
1944..	..	340,604	21,204	389,582	60,486	74,913	25,963	912,752
1945..	..	1,226,326	1,181	611,312	24,321	159,414	97,087	2,110,641
1946..	..	993,830	5,552	350,366	3,570	590,159	4,367	1,947,844
1947..	..	559,524	159,443	357,747	5,000	251,251	5,763	1,338,728
1948..	..	156,109	10,099	474,571	32,000	975,168	14,739	1,662,686

ESTIMATED LOSS IN WAGES.

(£.)

1939..	..	83,540	424	335,033	4,728	22,114	9,877	455,716
1944..	..	347,656	23,129	576,360	64,709	79,425	20,450	1,111,729
1945..	..	1,354,777	1,447	907,663	49,518	178,025	85,014	2,567,444
1946..	..	1,082,683	7,120	533,202	4,525	658,085	4,532	2,290,147
1947..	..	713,407	238,039	566,115	7,000	364,395	8,229	1,898,085
1948..	..	242,948	16,719	882,527	60,932	1,075,867	22,121	2,299,114

4. Summary of Disputes (involving Stoppage of Work), 1939, 1944 to 1948.—The following table gives particulars of the number of industrial disputes in each State in the years 1939 and 1944 to 1948 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. (a)	Total.		
New South Wales	1939	386	460	139,301	9,230	148,531	410,183	£ 419,330
	1944	801	921	213,007	8,175	221,182	575,305	760,380
	1945	845	1,201	246,286	15,473	261,759	1,792,857	2,241,180
	1946	771	1,389	220,452	9,048	229,500	719,557	941,983
	1947	921	2,731	254,587	43,211	297,798	919,411	1,360,632
	1948	1,071	1,832	235,473	7,036	242,509	644,961	1,155,940
Victoria	1939	10	10	1,989	180	2,169	27,313	19,946
	1944	53	89	13,348	294	13,642	72,618	73,223
	1945	34	34	29,162	65	29,227	51,208	49,628
	1946	35	326	74,217	2,600	76,817	507,290	543,655
	1947	17	233	6,005	1,929	7,934	334,185	417,426
	1948	21	82	41,734	155	41,889	159,903	240,634
Queensland	1939	5	6	373	2	375	1,870	1,753
	1944	23	32	8,493	..	8,493	63,084	67,401
	1945	27	363	15,644	99	15,743	208,003	206,483
	1946	22	90	23,322	90	23,412	613,689	694,453
	1947	13	24	11,944	20	11,964	31,245	45,953
	1948	12	27	13,734	7,797	21,531	815,107	833,269
South Australia	1939	2	2	170	5	175	1,880	1,416
	1944	30	71	18,250	3,230	21,480	76,086	80,614
	1945	13	14	3,819	16	3,835	28,914	27,768
	1946	18	33	8,941	1,286	10,227	29,014	31,525
	1947	17	35	4,821	832	5,653	39,654	53,316
	1948	21	28	5,891	1,136	7,027	30,264	47,138
Western Australia	1939	7	7	1,108	145	1,253	14,100	9,578
	1944	30	75	7,161	3,867	11,028	89,984	93,601
	1945	16	25	3,158	644	3,802	32,491	35,239
	1946	11	18	2,704	3,659	6,363	69,634	68,329
	1947	7	12	1,759	7	1,766	6,070	8,622
	1948	9	26	2,356	..	2,356	7,836	15,296
Tasmania	1939	4	4	53	..	53	166	93
	1944	4	4	533	..	533	35,675	36,510
	1945	10	11	1,572	..	1,572	6,168	7,146
	1946	8	15	1,675	..	1,675	6,646	7,056
	1947	6	17	1,152	220	1,372	5,563	7,636
	1948	4	5	468	..	468	950	1,473
Northern Territory	1939	2	16	234	40	274	3,642	3,600
	1944	..	..	..	..	..	..	..
	1945	..	..	..	..	..	..	..
	1946	2	2	527	..	527	1,957	3,100
	1947	..	..	..	..	..	..	..
Australian Capital Territory	1948	3	82	1,369	..	1,369	3,665	5,364
	1939	..	..	..	..	..	..	..
	1944	..	..	..	..	..	..	..
	1945	..	..	..	..	..	..	..
	1946	2	9	27	..	27	57	46
Australia	1947	1	6	450	200	650	2,600	3,900
	1948	..	..	..	..	..	..	..
	1939	416	505	143,228	9,602	152,830	459,154	455,716
	1944	941	1,192	260,792	15,566	276,358	912,752	1,111,729
	1945	945	1,648	299,641	16,297	315,938	2,119,641	2,567,444
	1946	869	1,882	331,865	16,683	348,548	1,947,844	2,290,147
	1947	982	3,058	280,718	46,419	327,137	1,338,728	1,898,085
	1948	1,141	2,082	301,025	16,124	317,149	1,662,686	2,299,114

(a) See note to table on page 447.

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

5. **Duration of Industrial Disputes, 1948.**—The following table gives particulars of industrial disputes during 1948 according to certain adopted limits of duration. A table giving details for 1947 may be found in *Labour Report*, 1947, No. 36, page 129.

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1948.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly. (a)	Total.		
1 day and less	756	182,411	5,643	188,054	188,054	£ 333,833
2 days and more than 1 day ..	144	28,979	610	29,589	58,636	103,437
3 " " " 2 days ..	50	24,212	651	24,863	66,129	107,455
Over 3 days and less than 1 week (6 days)	81	29,992	649	30,641	140,756	256,288
1 week and less than 2 weeks ..	63	12,979	223	13,202	121,675	192,734
2 weeks " " 4 weeks ..	27	7,110	226	7,336	135,007	214,203
4 " " " 8 weeks ..	17	14,674	8,122	22,796	915,733	1,021,576
8 weeks and over	3	668	..	668	36,696	69,588
Total	1,141	301,025	16,124	317,149	1,662,686	2,299,114

(a) See note to table on page 447.

6. **Causes of Industrial Disputes, 1913, 1939, 1944 to 1948.**—The following table shows the principal causes of the industrial disputes which occurred in 1913, 1939 and 1944 to 1948 :—

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.

Causes of Dispute.	1913.	1939.	1944.	1945.	1946.	1947.	1948.
NUMBER.							
1. Wages—							
(a) For increase	42	13	18	19	30	26	30
(b) Against decrease	4	1	1	2	..	4	1
(c) Other wage questions ..	31	58	134	131	112	178	153
2. Hours of Labour—							
(a) For reduction	3	12	1	2	2	2	1
(b) Other disputes re hours ..	7	9	16	13	14	15	11
3. Trade Unionism—							
(a) Against employment of non-unionists	8	1	13	7	1	9	1
(b) Other union questions ..	5	48	32	69	64	46	37
4. Employment of Particular Classes or Persons	44	107	230	243	205	104	153
5. Working Conditions	51	90	260	268	273	254	388
6. Sympathy	5	1	19	32	12	16	38
7. Other Causes	8	73	211	159	156	323	328
Total	208	416	941	945	869	982	1,141

INDUSTRIAL DISPUTES: CAUSES. AUSTRALIA—*continued.*

Causes of Dispute.	1913.	1939.	1944.	1945.	1946.	1947.	1948.
WORKPEOPLE INVOLVED.							
1. Wages—							
(a) For increase	8,633	4,384	4,440	4,929	91,423	11,666	29,898
(b) Against decrease ..	563	279	300	52	1,903	970	19
(c) Other wage questions ..	7,160	17,094	33,566	37,861	27,903	53,273	44,903
2. Hours of Labour—							
(a) For reduction	460	4,150	24	3,023	249	463	160
(b) Other disputes re hours..	1,819	3,383	7,912	7,550	8,888	19,811	6,448
3. Trade Unionism—							
(a) Against employment of non-unionists ..	5,370	21	3,788	1,700	116	4,884	7
(b) Other union questions ..	1,418	16,030	7,091	21,954	11,970	12,134	8,069
4. Employment of Particular Classes or Persons	11,370	28,691	59,576	80,238	58,133	25,954	45,903
5. Working Conditions	10,785	28,092	73,733	63,505	95,900	64,734	65,042
6. Sympathy	947	2,600	11,118	22,392	10,849	30,037	18,175
7. Other Causes	1,758	48,106	74,810	72,734	43,117	103,211	98,523
Total	50,283	152,830	276,358	315,938	348,548	327,137	317,149
WORKING DAYS LOST.							
1. Wages—							
(a) For increase	100,069	24,115	14,630	149,901	555,529	345,453	776,298
(b) Against decrease	9,438	4,472	450	142	..	3,548	361
(c) Other wage questions ..	78,183	67,550	124,256	191,194	72,473	166,918	185,499
2. Hours of Labour—							
(a) For reduction	2,774	21,636	72	153,023	15,246	1,601	320
(b) Other disputes re hours..	15,111	10,752	30,444	11,852	63,936	116,122	52,563
3. Trade Unionism—							
(a) Against employment of non-unionists ..	91,002	63	10,118	7,877	232	47,264	133
(b) Other union questions ..	32,388	52,086	29,203	168,105	47,419	48,092	34,090
4. Employment of Particular Classes or Persons	191,723	81,101	179,521	892,051	699,542	182,650	227,800
5. Working Conditions	73,562	108,409	215,546	206,798	325,686	123,976	132,811
6. Sympathy	24,066	2,600	81,533	149,771	95,248	34,113	110,154
7. Other Causes	5,212	86,370	226,979	188,927	72,533	268,991	142,657
Total	623,528	459,154	912,752	2,110,641	1,947,844	1,338,728	1,662,686

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. From 1913 to 1948 the proportions varied between 19 per cent. in 1942 and 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 was the principal cause of industrial disturbance in most of the years from 1925 to 1942, averaging about 30 per cent. of the total number for each year during that period. Since 1942 the number of dislocations classified under the heading "Working Conditions" and "Other Causes" has increased proportionately, the percentages of the total in 1948 being 34 and 29 respectively. 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 numbers of disputes concerning "Wages" were 208 in 1947 and 184 in 1948 representing 21 per cent. and 16 per cent. respectively of the total. Stoppages concerning "Employment of Particular Classes or Persons" numbered 104 in 1947 and 153 in 1948, 11 per cent. and 13 per cent. respectively of the totals, and those concerning "Working

Conditions " 254 in 1947 and 388 in 1948 or 26 per cent. and 34 per cent. respectively. Disputes classified under these three headings numbered 566 or 58 per cent. of the total dislocations during the year 1947 and 725 or 64 per cent. in 1948.

7. **Results of Industrial Disputes.**—The results of industrial disputes during 1939 and each of the years 1944 to 1948 are shown 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.
1939..	75	302	19	20	22,517	117,445	6,233	6,635	104,192	256,602	43,569	54,791
1944..	260	603	3	72	73,643	171,347	1,234	28,950	315,216	413,606	11,043	151,471
1945..	205	652	5	79	58,905	206,856	554	46,756	580,515	1,091,228	7,723	387,119
1946..	167	621	7	69	43,912	191,000	34,987	74,342	218,411	416,350	236,183	865,913
1947..	146	687	71	78	68,595	174,724	36,008	47,810	275,608	475,285	482,769	105,066
1948(a)	111	922	22	83	25,374	219,349	20,318	51,489	210,456	371,527	788,843	263,975

(a) The following disputes which were incomplete at 31st December, 1948 should be added to the figures above for 1948 to effect a balance with those shown in the preceding tables :—

State.	Number.	Establishments involved.	Workpeople involved.	Working Days Lost.
New South Wales	3	3	619	27,885

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.

Method of Settlement.	1913.	1939.	1944.	1945.	1946.	1947.	1948.(a)
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	277	387	482	385	265	277
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	17	130	75	80	90	83
Under State Industrial Act—							
By intervention assistance, or compulsory conference ..	19	5	19	10	1	7	22
By reference to Board or Court ..	22	2	25	22	10	96	106
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	4	6	72	43	19	36	11
By filling places of workpeople on strike or locked out ..	13	1	..	1	3	1	1
By closing down establishment permanently ..	1	2	1	..	..	..	..
By other methods	13	106	304	308	344	487	638
Total	208	416	938	941	864	982	1,138

(a) See note to previous table.

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

Method of Settlement.	1913.	1939.	1944.	1945.	1946.	1947.	1948.(a)
WORKPEOPLE INVOLVED.							
Negotiation—							
Direct between employers and employees or their representatives	23,357	80,195	87,122	129,135	86,174	48,788	68,199
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	3,172	2,489	34,942	23,426	57,768	19,243	23,455
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	6,505	4,925	12,684	7,967	724	4,774	18,568
By reference to Board or Court	12,774	429	10,970	11,981	6,483	66,998	29,100
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	659	3,268	27,966	20,596	10,059	23,497	19,573
By filling places of workpeople on strike or locked out	658	20	..	10	130	25	18
By closing down establishment permanently	170	178	19	..	..	..	..
By other methods	4,988	61,326	101,471	121,956	182,903	163,812	157,617
Total	50,283.	152,830	275,174	315,071	344,241	327,137	316,530

WORKING DAYS LOST.

Negotiation—							
Direct between employers and employees or their representatives	94,400	245,709	176,569	745,989	265,401	126,574	163,397
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	52,943	150,431	158,452	339,481	78,332	118,582
Under State Industrial Act—							
By intervention, assistance, or compulsory conference	187,871	35,647	46,132	21,268	12,539	22,356	164,069
By reference to Board or Court	221,769	3,366	78,431	394,787	116,681	372,013	186,081
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	2,105	46,450	197,599	367,799	147,509	441,317	790,303
By filling places of workpeople on strike or locked out	14,139	20	..	110	7,552	50	36
By closing down establishment permanently	20,400	3,892	209	..	..	..	..
By other methods	56,509	71,127	241,965	381,180	847,696	298,086	212,333
Total	623,528	459,154	891,336	2,069,585	1,736,859	1,338,728	1,634,801

(a) See note to previous table.

Prior to 1947 the majority of disputes were settled by direct negotiation between employers and employees, the proportion so settled since 1913 ranging between 39 per cent. in 1942 and 78 per cent. in 1937. In 1947 and 1948, however, the majority of disputes were settled by "Other methods". The percentage settled by direct negotiations was 27 in 1947 and 24 in 1948. 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 was 14 per cent. in 1947 and 12 per cent. in 1948. 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. In 1947 the percentage of disputes settled by "Other methods" rose to 50 while the percentage in 1948 was 56, the highest recorded for that class of settlement.

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, 214 industrial unions of employers and 157 industrial unions of employees, the membership not being available in either case; Queensland, 20 industrial unions of employers with approximately 22,221 members, and 75 industrial unions of employees with approximately 227,802 members; South Australia, 37 organizations of employees with approximately 53,000 members; Western Australia, 34 organizations of employers with 1,130 members and 126 organizations of employees with approximately 72,000 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. Early in 1949 the number of employers' organizations registered under the provisions of the Commonwealth Conciliation and Arbitration Act was 48. The number of unions registered early in 1949 was 163, with a membership of approximately 1,286,942 representing 90 per cent. of the total membership of all trade unions in Australia.

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 Australian 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 1947 and 1948 :—

TRADE UNIONS : BRANCHES AND MEMBERSHIP, 1947 AND 1948.

State or Territory.	Number of Separate Unions.		Number of Branches.		Number of Members.	
	1947.	1948.	1947.	1948.	1947.	1948.
New South Wales ..	183	180	594	621	556,097	582,162
Victoria ..	137	136	386	397	337,502	363,661
Queensland ..	110	111	310	302	218,062	234,489
South Australia ..	111	115	174	178	109,288	115,764
Western Australia ..	130	129	209	206	80,672	85,875
Tasmania ..	70	77	72	80	33,175	35,742
Northern Territory ..	7	7	..	..	2,422	2,244
Australian Capital Territory ..	16	17	1	..	3,239	3,213
Total ..	764	772	1,746	1,784	1,339,457	1,423,150
Australia ..	(a) 357	(a) 318	(b) 2,153	(b) 2,238	1,339,457	1,423,150

(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 1948 there were, therefore, 318 distinct organizations and interstate groups of organizations in Australia, having 2,238 State branches and sub-branches, and a total of 1,423,150 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 years 1944 to 1948 compared with 1939. 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. The number of unions decreased annually from 1939 to 1946 but rose in 1947 and 1948 while membership has increased generally during the same period. Compared with 1939, membership in 1948 had increased by 55 per cent.

The only industrial group in which membership in 1948 was less than in 1939 was "Mining, Quarrying, etc."; all other groups registered increases. In 1948 increases were recorded in all groups except "Other Manufacturing", "Domestic, Hotels, etc." and "Other Miscellaneous" where decreases occurred.

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Groups.	1939.	1944.	1945.	1946.	1947.	1948.
NUMBER OF UNIONS.						
Manufacturing—						
I. Wood, Furniture, etc.	17 (a)	17 (a)	17 (a)	17 (a)	17 (a)	17 (a)
II. Engineering, Metal Works, etc. . .	64 (22)	61 (22)	61 (22)	58 (22)	59 (20)	58 (17)
III. Food, Drink, Tobacco, etc. . . .	72 (35)	66 (30)	66 (35)	66 (35)	66 (35)	65 (30)
IV. Clothing, Textiles, etc.	26 (12)	24 (12)	23 (9)	23 (9)	23 (9)	22 (7)
V. Books, Printing, etc.	14 (8)	14 (8)	15 (10)	15 (10)	16 (10)	16 (8)
VI. Other Manufacturing	71 (37)	74 (37)	68 (36)	67 (36)	68 (36)	61 (28)
VII. Building	48 (28)	48 (27)	48 (24)	48 (24)	48 (24)	48 (25)
VIII. Mining, Quarrying, etc.	16 (13)	18 (13)	17 (14)	17 (14)	17 (14)	18 (11)
IX. Railway and Tramway Services . .	51 (29)	51 (29)	50 (31)	50 (31)	50 (31)	51 (26)
X. Other Land Transport	13 (6)	12 (5)	12 (5)	12 (5)	12 (5)	12 (5)
XI. Shipping, etc.	60 (21)	51 (19)	45 (19)	45 (19)	45 (19)	43 (18)
XII. Pastoral, Agricultural, etc. . . .	9 (5)	9 (5)	9 (3)	9 (3)	10 (3)	10 (3)
XIII. Domestic, Hotels, etc.	19 (18)	19 (17)	18 (17)	18 (17)	18 (17)	17 (14)
XIV. Miscellaneous—						
(i) Banking, Insurance and Clerical	33 (20)	33 (21)	33 (14)	33 (14)	33 (14)	43 (17)
(ii) Public Service	147 (50)	142 (49)	143 (48)	142 (48)	142 (48)	170 (48)
(iii) Retail and Wholesale	15 (8)	15 (8)	15 (9)	15 (9)	15 (9)	21 (8)
(iv) Municipal, Sewerage and Labouring	20 (11)	20 (12)	20 (11)	20 (11)	20 (11)	14 (8)
(v) Other Miscellaneous	124 (53)	107 (51)	107 (51)	105 (51)	105 (48)	84 (41)
Total	819 (380)	781 (370)	767 (362)	760 (362)	764 (357)	772 (318)

NUMBER OF MEMBERS.

Manufacturing—						
I. Wood, Furniture, etc.	27,990	29,280	30,582	31,952	35,250	36,559
II. Engineering, Metal Works, etc. . .	99,731	209,105	197,182	201,050	205,892	217,005
III. Food, Drink, Tobacco, etc. . . .	80,328	75,404	75,655	80,691	84,444	90,064
IV. Clothing, Textiles, etc.	68,847	102,369	98,155	99,211	113,664	121,175
V. Books, Printing, etc.	22,303	25,127	25,483	28,492	29,012	29,668
VI. Other Manufacturing	52,074	84,782	57,202	63,805	65,266	63,246
VII. Building	45,651	64,780	71,651	78,066	82,716	93,291
VIII. Mining, Quarrying, etc.	48,812	40,282	38,581	42,758	44,361	45,879
IX. Railway and Tramway Services . .	105,938	124,763	125,636	128,426	128,816	137,318
X. Other Land Transport	19,488	21,920	27,555	29,455	31,239	43,224
XI. Shipping, etc.	28,760	35,936	34,750	32,417	33,008	33,546
XII. Pastoral, Agricultural, etc. . . .	40,276	36,168	34,592	37,756	39,610	48,631
XIII. Domestic, Hotels, etc.	13,177	28,382	30,711	37,758	41,027	37,632
XIV. Miscellaneous—						
(i) Banking, Insurance and Clerical	30,013	76,645	84,288	79,468	83,953	87,340
(ii) Public Service	89,848	122,750	128,372	130,173	146,075	158,467
(iii) Retail and Wholesale	36,290	36,781	36,470	40,648	44,883	45,185
(iv) Municipal, Sewerage and Labouring	46,552	46,428	45,056	52,705	55,244	61,009
(v) Other Miscellaneous	50,392	57,867	59,014	67,827	74,997	73,911
Total	915,470	1,218,778	1,200,395	1,262,658	1,339,457	1,423,150

(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 became wage and salary earners and (b) youths and girls 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, the estimates are based on data obtained largely from the National Register of July, 1939, the Pay-roll Tax returns commencing from July, 1941, the Civilian Register of June, 1943, the Occupation Survey of June, 1945 and records of Defence Forces. Figures for 1947 and subsequent years are based primarily on the results of the 1947 Census. 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 who subsequently entered wage-earning employment, and (c) persons who in normal times would be occupied in their own businesses but undertook wage and salary earning employment during the war and post-war period.

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, 1944 to 1948 as compared with 1939. The estimated number of wage and salary earners includes all persons 20 years of age and over in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover, the age at which persons are eligible for membership varies in different unions. The census results are classified in five-yearly 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 ON TOTAL WAGE AND SALARY EARNERS(a), AUSTRALIA.

Particulars.	1939.	1944.	1945.	1946.	1947.	1948.
MALES.						
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,507,500	1,707,400	1,714,000	1,639,100	1,604,600	1,648,800
No. of Members of Unions ..	778,336	944,777	941,297	1,013,653	1,068,492	1,148,779
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	51.6	55.3	54.9	61.8	66.6	69.7
Junior Wage and Salary Earners (under 20)	275,600	272,600	266,000	257,900	239,300	246,200
FEMALES.						
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	417,600	541,000	499,000	482,000	524,700	542,600
No. of Members of Unions ..	137,134	274,001	259,098	249,005	270,965	274,371
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	32.8	50.6	51.9	51.7	51.6	50.6
Junior Wage and Salary Earners (under 20)	187,200	222,000	219,000	211,300	175,100	181,400

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

TRADE UNIONS: NUMBER OF MALE AND FEMALE MEMBERS AND PERCENTAGE ON TOTAL WAGE AND SALARY EARNERS(a), AUSTRALIA.—
continued.

Particulars.	1939.	1944.	1945.	1946.	1947.	1948.
TOTAL.						
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,925,100	2,248,400	2,213,000	2,121,100	2,129,300	2,191,400
No. of Members of Unions ..	915,470	1,218,778	1,200,395	1,262,658	1,339,457	1,423,150
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	47.6	54.2	54.2	59.5	62.9	64.9
Junior Wage and Salary Earners (under 20)	462,800	494,600	485,000	469,200	414,400	427,600

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

(v) *Interstate or Federated Trade Unions.* The following table gives particulars of the number and membership of interstate or federated unions in 1948 :—

INTERSTATE OR FEDERATED TRADE UNIONS : AUSTRALIA, 1948.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	19	12	11	26	50	118
„ „ Members ..	46,265	36,117	121,989	286,067	759,222	1,249,660

(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.

The number of organizations operating in two or more States increased from 72 in 1912 to 118 in 1948, and the percentage of the membership of such organizations on the total membership of all organizations rose from 65 to 88 during the same period.

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, distribution 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 therewith, in each State at the end of the year 1948 :—

CENTRAL LABOUR ORGANIZATIONS : NUMBER AND UNIONS AFFILIATED, 1948.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	A.C.T.	Total.
Number of Councils	8	9	12	7	9	5	1	49
Number of Unions and Branch Unions affiliated	268	274	151	141	314	90	19	1,257

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 with 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.

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

C.—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 Group: 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—									%
1911 ..	1,000	1,000	1,000	(d)1,000	(d)1,000	(d)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
1928 ..	1,761	1,743	1,755	1,507	1,537	1,675	1,963	1,172	10.8
1932 ..	1,425	1,336	1,390	1,215	1,458	1,377	1,639	1,190	29.0
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
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
1945 ..	1,849	1,595	1,746	2,155	1,767	1,868	2,339	1,252	1.2
1946 ..	1,852	1,596	1,748	2,276	1,776	1,900	2,400	1,263	1.4
1947 ..	1,967	1,597	1,816	2,367	1,825	1,971	2,598	1,318	1.2
1948 ..	2,245	1,601	1,982	2,637	1,913	2,148	2,914	1,357	0.9
Quarter—									
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	1,461	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
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	1,249	1.2
1945.									
March ..	1,838	1,595	1,739	2,149	1,767	1,863	2,333	1,252	1.1
June ..	1,854	1,595	1,749	2,141	1,767	1,866	2,336	1,252	1.1
September ..	1,860	1,595	1,752	2,140	1,767	1,868	2,340	1,253	1.2
December ..	1,842	1,595	1,742	2,189	1,767	1,874	2,348	1,253	1.2
1946.									
March ..	1,853	1,595	1,748	2,201	1,772	1,881	2,354	1,251	1.4
June ..	1,863	1,595	1,754	2,259	1,776	1,900	2,360	1,242	1.3
September ..	1,839	1,596	1,741	2,299	1,776	1,902	2,378	1,250	1.4
December ..	1,854	1,596	1,750	2,343	1,781	1,918	2,507	1,307	1.4
1947.									
March ..	1,915	1,596	1,785	2,305	1,798	1,933	2,527	1,307	1.4
June ..	1,945	1,597	1,803	2,319	1,802	1,948	2,545	1,306	1.2
September ..	1,974	1,597	1,820	2,367	1,846	1,978	2,630	1,330	1.1
December ..	2,035	1,598	1,857	2,478	1,853	2,026	2,690	1,328	0.9
1948.									
March ..	2,128	1,599	1,912	2,511	1,874	2,071	2,781	1,343	0.9
June ..	2,197	1,600	1,953	2,600	1,900	2,121	2,854	1,346	0.9
September ..	2,278	1,601	2,001	2,688	1,935	2,175	2,970	1,366	0.9
December ..	2,378	1,602	2,060	2,748	1,944	2,225	3,050	1,371	0.8
1949.									
March ..	2,433	1,603	2,093	2,795	1,985	2,263	3,099	1,369	0.8
June ..	2,482	1,604	2,122	2,968	2,017	2,328	3,182	1,367	0.8

(a) The index-numbers given in the separate columns of the table cannot be compared with each other in order to show, for example, the relative cost of housing and food and groceries, since the cost in 1911 in each group or combination of groups is made equal to 1,000. (b) See footnote (b) on page 401. (c) Index of nominal weekly wage rates for adult males divided by "C" Series Retail Prices Index-number. (d) Taken back from true base (November, 1914 = 1,000) by means of the "A" Series Index (Food and Rent of all Houses).