

CHAPTER XV.—LABOUR, WAGES AND PRICES.

A.—RETAIL PRICES AND PRICE INDEXES.

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

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

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

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

Returns of rents are made in the middle of each quarter by a representative number of house-agents in each town, for brick and wooden houses respectively, classified according to the number of rooms. The returns from the larger cities and towns show the rents of individual houses, all of which are inspected by the Bureau's field officers. The returns from the smaller provincial towns are in the form of averages supplied by house-agents. As opportunity permits the system of listing and inspecting individual houses in provincial towns is being extended.

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

1. **General.**—The methods adopted for the compilation of indexes of retail prices and rents are very briefly described below. For a more detailed explanation, and an analysis of the problems involved, the reader should refer to Labour Report No. 29 and the Appendix to Labour Report No. 9.

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

Group.	RETAIL PRICES.	
	Sections.	
I. Food and Groceries	{	A.—Groceries.
		B.—Dairy Produce.
		C.—Meat.
II. Housing	{	D.—House Rent.
		E.—Clothing—Man.
III. Clothing	{	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.

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

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

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

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

4. **Relative Importance of the Groups and Sections.**—The relative importance of the groups and sections in the “All Items” (“C” series) index for Melbourne for the December quarter of 1938 was as follows:—

Group.	Section.	Percentage of Total Aggregate Cost.
I. Food and Groceries	A.—Groceries	13.7
	B.—Dairy Produce	10.5
	C.—Meat	11.8
II. Housing	D.—House Rent (4 and 5 rooms)	24.0
	E.—Man	8.0
	F.—Woman	8.7
III. Clothing	G.—Boy, 10½ years	1.5
	H.—Girl, 7 years	1.1
	J.—Boy, 3½ years	0.6
	K.—Household Drapery	1.2
	L.—Household Utensils	0.5
	M.—Fuel and Light	5.3
IV. Miscellaneous	N.—Other Miscellaneous	13.1
		100.0

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

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

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

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

2. **Retail Price Index-Numbers : Capital Cities, 1907 to 1938.**—Index-numbers computed separately for each group of the regimen, and the weighted average for both groups together, for the capital city of each State are shown in the next table.

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

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

City.	1907.	1911.	1914.	1921.	1934.	1935.	1936.	1937.	1938.
FOOD AND GROCERIES.									
Sydney	523	553	646	1,062	825	840	848	858	904
Melbourne	517	523	610	1,063	748	784	809	836	884
Brisbane	530	569	603	1,014	727	763	791	828	838
Adelaide	532	570	679	1,066	767	780	798	826	861
Perth	670	753	728	1,116	807	821	853	881	899
Hobart	565	592	678	1,133	786	792	827	870	880
Weighted Average (a) ..	533	559	640	1,064	783	806	825	851	886
HOUSING (4 AND 5 ROOMS).									
Sydney	593	701	760	989	869	891	930	965	1,004
Melbourne	455	569	628	820	808	850	882	909	935
Brisbane	283	373	466	630	691	720	766	822	841
Adelaide	510	706	655	809	700	736	795	832	868
Perth	458	524	589	739	794	792	844	861	872
Hobart	405	452	518	881	865	890	908	899	913
Weighted Average (a) ..	497	612	662	862	810	839	879	912	942
FOOD, GROCERIES, AND HOUSING.									
Sydney	548	606	687	1,036	840	858	878	904	941
Melbourne	495	539	616	977	769	808	835	862	902
Brisbane	442	500	554	877	713	747	781	824	838
Adelaide	524	618	671	975	742	764	796	826	862
Perth	594	672	679	982	802	810	849	871	887
Hobart	508	542	621	1,044	814	827	856	879	891
Weighted Average (a) ..	520	578	648	992	792	818	844	872	906

(a) For Six Capital Cities.

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

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

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

2. Retail Price Index-Numbers : Thirty Towns, November 1921 to June Quarter 1939.—The following table gives index-numbers representing the variations in the prices, in 30 of the more important towns, of food and groceries, housing, clothing, and miscellaneous household requirements combined.

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

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

State and Town.	Nov- em- ber, 1921.	Year 1929.	Year 1932.	Year 1933.	Year 1934.	Year 1935.	Year 1936.	Year 1937.	Year 1938.	1939.	
										Mar. Qtr.	June Qtr.
NEW SOUTH WALES—											
Sydney ..	1,046	1,073	867	832	842	852	866	889	913	934	932
Newcastle ..	1,041	1,028	840	819	834	856	853	849	877	898	898
Broken Hill ..	975	1,018	834	806	819	819	848	893	940	970	959
Goulburn ..	1,033	1,108	877	843	852	860	864	867	893	916	915
Bathurst ..	947	979	820	801	807	814	833	842	860	880	880
Weighted Average, 5 Towns ..	1,042	1,067	863	830	841	852	865	886	911	932	929
VICTORIA—											
Melbourne ..	1,003	1,017	813	789	801	824	844	868	896	923	921
Ballarat ..	992	957	776	760	781	803	826	839	850	869	872
Hendigo ..	1,002	969	808	789	811	820	821	840	854	873	870
Geelong ..	1,019	950	794	772	782	824	848	855	884	907	909
Warrnambool ..	1,034	960	838	812	826	850	851	850	892	912	914
Weighted Average, 5 Towns ..	1,003	1,011	811	787	801	824	843	866	893	919	917
QUEENSLAND—											
Brisbane ..	923	923	764	751	762	780	804	837	852	874	866
Toowoomba ..	949	916	788	778	785	785	802	840	843	863	855
Rockhampton ..	972	904	779	752	750	776	802	840	853	871	864
Townsville ..	1,025 ^a	939 ^a	794 ^a	762 ^a	789 ^a	789 ^a	810 ^a	883	902	923	915
Bundaberg ..	994 ^b	931 ^b	777 ^b	757 ^b	761 ^b	769 ^b	779 ^b	809	831	849	845
Weighted Average 5 Towns ..	941	922	768	753	764	780	803	840	854	875	867
SOUTH AUSTRALIA—											
Adelaide ..	989	1,037	802	789	806	820	839	859	885	908	908
Kadina, etc. ..	998	943	772	747	758	763	765	769	786	806	808
Port Pirie ..	1,025	980	791	762	778	789	813	844	868	895	894
Mount Gambier ..	1,029	963	816	800	800	809	818	830	840	867	875
Peterborough ..	948	1,043	848	832	832	833	843	851	868	896	895
Weighted Average, 5 Towns ..	992	1,030	801	787	804	817	835	855	883	904	904
WESTERN AUSTRALIA—											
Perth, etc. ..	1,008	1,026	840	811	830	834	856	869	882	896	904
Kalgoorlie, etc. ..	1,048	1,032	940	937	975	1,011	1,027	1,030	1,048	1,064	1,067
Northam ..	1,030	1,022	844	814	825	829	866	890	900	911	918
Bunbury ..	1,045	978	842	824	843	865	880	897	914	928	937
Geraldton ..	1,056	1,031	904	851	866	886	933	970	957	967	966
Weighted Average, 5 Towns ..	1,020	1,026	852	825	842	848	870	884	897	911	918
TASMANIA—											
Hobart ..	1,070	1,000	844	825	837	849	860	875	887	901	907
Launceston ..	1,067	957	832	817	828	834	840	856	872	883	888
Burnie ..	1,003	966	811	775	780	792	814	844	865	872	877
Devonport ..	904	948	800	773	787	801	809	833	848	855	861
Queenstown ..	1,031	972	875	867	876	873	850	857	875	898	905
Weighted Average, 5 Towns ..	1,057	986	838	820	831	841	850	866	879	892	897
Weighted Average, 30 Towns ..	1,013	1,026	829	803	816	831	848	871	894	916	915
Weighted Average, 6 Capital Cities ..	1,013	1,033	830	804	817	832	850	873	897	919	917

(a) Charters Towers.

(b) Warwick.

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

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

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

Period.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Six Capitals.
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FOOD AND GROCERIES.

Nov. 1914 ..	638	616	614	683	746	687	641
" 1915 ..	844	835	860	858	819	858	842
" 1916 ..	833	791	748	835	854	807	812
" 1917 ..	877	798	825	805	828	949	836
" 1918 ..	877	843	882	862	816	918	861
" 1919 ..	1,073	975	1,069	1,012	987	1,041	1,026
" 1920 ..	1,225	1,220	1,117	1,225	1,113	1,293	1,209

HOUSING (4 AND 5 ROOMS).

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

FOOD, GROCERIES AND HOUSING.

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

CLOTHING.

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

MISCELLANEOUS.

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

TOTAL HOUSEHOLD EXPENDITURE.

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

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

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

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

State and Town.	1937.					1938.				
	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.	Food and Groceries.	Housing (4 & 5 Rooms).	Clothing.	Miscellaneous.	Total Household Expenditure.
NEW SOUTH WALES—										
Sydney	352	251	202	195	1,000	356	254	201	189	1,000
Newcastle	374	226	206	104	1,000	380	227	203	190	1,000
Broken Hill	493	174	203	220	1,000	418	180	195	207	1,000
Goulburn	363	233	211	193	1,000	377	226	209	188	1,000
Bathurst	366	223	213	198	1,000	370	221	211	192	1,000
Weighted Average 5 Towns	355	247	202	196	1,000	359	251	200	190	1,000
VICTORIA—										
Melbourne	347	242	203	208	1,000	355	241	201	203	1,000
Ballarat	368	192	217	223	1,000	374	189	218	219	1,000
Bendigo	365	198	214	223	1,000	375	192	214	219	1,000
Geelong	351	226	208	215	1,000	362	223	207	208	1,000
Warrnambool	350	233	211	206	1,000	360	230	205	199	1,000
Weighted Average 5 Towns	348	239	204	209	1,000	357	237	202	204	1,000
QUEENSLAND—										
Brisbane	356	227	209	208	1,000	354	228	212	206	1,000
Toowoomba	340	231	211	218	1,000	340	227	216	217	1,000
Rockhampton	370	200	217	213	1,000	371	201	217	211	1,000
Townsville	367	221	203	209	1,000	372	220	203	205	1,000
Bundaberg	387	164	219	230	1,000	383	174	220	223	1,000
Weighted Average 5 Towns	358	222	210	210	1,000	357	224	212	207	1,000
SOUTH AUSTRALIA—										
Adelaide	347	223	210	220	1,000	349	226	212	213	1,000
Kadina, etc.	421	112	230	237	1,000	417	113	237	233	1,000
Port Pirie	390	181	211	218	1,000	389	183	215	213	1,000
Mount Gambier	366	191	217	226	1,000	372	187	219	222	1,000
Peterborough	368	201	210	221	1,000	373	197	215	215	1,000
Weighted Average 5 Towns	351	217	211	221	1,000	353	220	213	214	1,000
WESTERN AUSTRALIA—										
Perth, etc.	365	229	205	201	1,000	367	229	205	199	1,000
Kalgoorlie, etc.	353	294	178	175	1,000	361	291	177	171	1,000
Northam	375	224	202	199	1,000	374	226	204	196	1,000
Bunbury	358	253	203	186	1,000	362	251	203	184	1,000
Geraldton	357	253	188	202	1,000	348	255	193	204	1,000
Weighted Average 5 Towns	363	235	202	200	1,000	366	235	203	196	1,000
TASMANIA—										
Hobart	358	237	206	199	1,000	357	238	210	195	1,000
Launceston	361	223	211	205	1,000	367	222	211	200	1,000
Burnie	381	220	211	188	1,000	382	222	212	184	1,000
Devonport	385	201	220	194	1,000	385	206	219	190	1,000
Queenstown	390	214	210	186	1,000	402	208	212	178	1,000
Weighted Average 5 Towns	361	230	209	200	1,000	364	230	210	196	1,000
Weighted Average for 30 Towns	351	238	204	204	1,000	358	239	204	199	1,000
Weighted Average for 6 Capital Cities	351	241	204	204	1,000	356	243	203	198	1,000
Charters Towers (Q.)	391	135	221	253	1,000	395	136	222	247	1,000
Warwick (Q.)	368	170	225	237	1,000	367	176	226	231	1,000
Port Augusta (S.A.)	491	168	214	217	1,000	397	173	217	213	1,000

5. Retail Price Index-Numbers in Terms of Currency : Capital Cities, 1914 to 1939.— In each part of the following table the average cost of the particular regimen in the six capital cities during the five-yearly period 1923-27 has been equated to a base of 20s. od. The figures measure the variations in the prices of (i) food and groceries, (ii) housing (4 and 5 rooms), (iii) food, groceries and housing, combined, (iv) clothing, (v) miscellaneous household requirements and (vi) all items of household consumption combined.

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

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

Period.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Cities.	
FOOD AND GROCERIES.								
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	
1914	12 11	12 2	12 1	13 7	14 7	13 7	12 10	
1921	21 3	21 3	20 3	21 4	22 4	22 8	21 3	
1934	16 6	15 0	14 7	15 4	16 2	15 9	15 8	
1935	16 10	15 8	15 3	15 7	16 5	15 10	16 1	
1936	17 0	16 2	15 10	16 0	17 1	16 6	16 6	
1937	17 4	16 9	16 7	16 6	17 7	17 5	17 0	
1938	18 1	17 8	16 9	17 3	18 0	17 7	17 9	
1938 {	March Qtr.	17 7	17 0	16 8	16 10	17 8	17 6	17 3
	June "	17 10	17 6	16 9	17 4	18 2	17 7	17 7
	Sept. "	18 6	18 1	17 0	17 5	18 2	17 6	18 1
	Dec. "	18 4	18 2	16 8	17 4	18 0	17 11	18 0
1939 {	March "	18 11	19 0	17 8	18 2	18 7	18 3	18 8
	June "	18 7	18 10	17 2	18 1	19 0	18 5	18 6

HOUSING (4 AND 5 ROOMS).

1914	15 2	12 7	9 4	13 1	11 9	10 4	13 3	
1921	19 9	16 5	12 7	16 2	14 9	17 7	17 3	
1934	17 5	16 2	13 10	14 0	15 11	17 4	16 2	
1935	17 10	17 0	14 5	14 9	15 10	17 10	16 9	
1936	18 7	17 8	15 4	15 11	16 11	18 2	17 7	
1937	19 4	18 2	16 5	16 8	17 3	18 0	18 3	
1938	20 1	18 8	16 10	17 4	17 5	18 3	18 10	
1938 {	March Qtr.	19 9	18 6	16 7	17 2	17 4	18 2	18 7
	June "	20 0	18 8	16 9	17 4	17 5	18 3	18 9
	Sept. "	20 2	18 9	16 11	17 6	17 6	18 3	18 11
	Dec. "	20 5	18 10	17 0	17 7	17 7	18 4	19 1
1939 {	March "	20 7	19 0	17 1	17 8	17 7	18 5	19 2
	June "	20 8	19 1	17 1	17 9	17 7	18 7	19 3

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

1914	13 9	12 4	11 2	13 5	13 7	12 5	13 0	
1921	20 9	19 6	17 6	19 6	19 8	20 11	19 10	
1934	16 10	15 5	14 3	14 10	16 1	16 3	15 10	
1935	17 2	16 2	14 11	15 3	15 2	16 7	16 4	
1936	17 7	16 8	15 7	15 11	17 0	17 1	16 11	
1937	18 1	17 3	15 6	16 6	17 5	17 7	17 5	
1938	18 10	18 1	16 9	17 3	17 9	17 10	18 1	
1938 {	March Qtr.	18 5	17 7	16 8	16 11	17 6	17 9	17 9
	June "	18 8	17 11	16 8	17 3	17 10	17 9	18 0
	Sept. "	19 1	18 4	16 11	17 5	17 10	17 9	18 4
	Dec. "	19 1	18 5	16 9	17 5	17 9	18 0	18 4
1939 {	March "	19 6	19 0	17 5	17 11	18 2	18 3	18 10
	June "	19 4	18 11	17 1	17 11	18 5	18 5	18 9

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

(Base of each Group: Weighted Average of Six Capital Cities, 1923-27 = 208. od.)

Year.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Cities.
CLOTHING.							
1914	s. d. 15 1	s. d. 15 7	s. d. 13 2	s. d. 15 1	s. d. 14 0	s. d. 16 6	s. d. 15 1
1921	25 1	25 5	22 6	23 11	24 8	28 7	24 11
1934	14 11	16 1	15 9	16 11	16 4	17 8	15 8
1935	14 11	15 11	15 5	17 1	16 6	18 1	15 9
1936	15 7	15 10	15 7	16 8	16 4	17 2	15 10
1937	16 4	16 1	15 11	16 5	16 1	16 5	16 3
1938	16 8	16 5	16 6	17 2	16 6	17 0	16 7
1938 { March Qtr.	16 7	16 5	16 3	17 0	16 4	16 11	16 6
June	16 8	16 5	16 6	17 2	16 6	16 11	16 7
Sept.	16 8	16 5	16 6	17 2	16 6	16 11	16 7
Dec.	16 8	16 5	16 7	17 3	16 6	17 1	16 7
1939 { March	16 8	16 5	16 7	17 2	16 6	17 1	16 8
June	16 10	16 5	16 8	17 3	16 6	17 1	16 9

MISCELLANEOUS.

1914	15 4	14 7	14 7	15 5	15 7	14 0	15 6
1921	20 2	20 5	18 11	20 8	20 7	13 8	20 2
1934	19 6	18 3	18 0	19 6	18 10	17 1	18 11
1935	19 6	18 5	18 1	19 6	18 7	17 1	18 11
1936	18 0	18 11	18 4	19 10	18 8	17 8	18 11
1937	18 0	19 7	18 10	20 5	18 11	18 9	19 2
1938	18 9	19 8	18 11	20 6	19 0	18 8	19 3
1938 { March Qtr.	18 10	19 7	18 10	20 6	18 11	18 10	19 3
June	18 8	19 8	18 11	20 5	19 0	18 7	19 2
Sept.	18 8	19 8	19 0	20 5	18 11	18 7	19 3
Dec.	18 8	19 7	19 0	20 5	19 1	18 7	19 3
1939 { March	18 9	19 7	19 0	20 5	19 1	18 7	19 2
June	18 9	19 6	19 1	20 5	19 1	18 9	19 3

ALL ITEMS OF HOUSEHOLD CONSUMPTION.

1914	14 3	13 5	12 3	14 0	14 2	13 9	13 9
1921	20 11	20 1	18 6	19 9	20 2	21 5	20 3
1934	16 10	16 0	15 3	16 1	16 7	16 9	16 4
1935	17 1	16 6	15 7	16 5	16 8	17 0	16 8
1936	17 4	16 11	16 1	16 9	17 1	17 2	17 0
1937	17 9	17 4	16 9	17 2	17 5	17 6	17 6
1938	18 3	17 11	17 1	17 9	17 8	17 9	17 11
1938 { March Qtr.	18 0	17 7	16 11	17 7	17 6	17 8	17 8
June	18 2	17 10	17 0	17 9	17 9	17 8	17 10
Sept.	18 6	18 1	17 2	17 10	17 9	17 8	18 1
Dec.	18 5	18 1	17 1	17 10	17 8	17 10	18 1
1939 { March	18 8	18 6	17 6	18 2	17 11	18 0	18 5
June	18 8	18 5	17 4	18 2	18 1	18 2	18 4

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

1. *General.*—To supplement the information collected monthly for the 30 towns specified in the preceding sections a special investigation into prices in 70 additional towns was undertaken in November, 1913. This investigation was repeated in November, 1914, and again in November, 1915, when the number of additional towns was increased to 120. In November, 1923, the number was further increased to 170. Information in regard to prices obtained in November each year relates at present, therefore, to 200 towns. The results of the first investigation were published in *Labour Bulletin* No. 5 (pp. 26 to 33), and details respecting succeeding investigations are incorporated in the *Labour Bulletins* and *Reports* issued subsequently by this Bureau.

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

2. *Retail Price Index-Numbers : 200 Towns, 1934 to 1938.* In the following table the base of the index-numbers has been changed from that used in issues of the *Official Year Book* prior to No. 31 of 1938. The new base is the weighted average cost of food and groceries in the six capital cities in the period 1923-27.

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

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
NEW SOUTH WALES—					
Albury	794	803	857	864	930
Armidale	776	821	811	853	890
Ballina	803	812	853	852	930
Bathurst*	809	842	838	861	914
Bega	823	851	863	875	937
Berry	861	874	873	880	956
Blackheath	851	882	920	927	977
Bourke	847	873	901	913	1,002
Bowral	832	848	861	887	954
Broken Hill*	924	929	977	1,036	1,128
Casino	790	855	900	900	979
Cessnock	792	846	849	858	924
Cobar	976	1,012	1,031	1,038	1,109
Coonua	837	895	879	883	990
Coonamble	880	918	961	921	990

* Information also available monthly for these towns.

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
NEW SOUTH WALES—<i>con- tinued.</i>					
Cootamundra	789	824	849	829	944
Corrimal	817	834	876	884	920
Cowra	808	844	860	873	953
Cronulla	833	859	876	886	901½
Deniliquin	864	883	907	967	995
Dubbo	771	842	848	863	892
Forbes	823	883	862	863	918
Gilgandra	846	873	864	881	938
Glen Innes	767	807	814	819	873
Goulburn*	824	846	855	888	952
Grafton	781	824	854	888	913
Grenfell	806	830	837	841	923
Griffith	908	913	940	936	983
Gulgong	782	821	855	839	883
Gunnedah	775	829	842	833	870
Hay	897	903	931	906	1,010
Inverell	809	848	802	831	878
Junee	817	828	876	914	922
Katoomba	833	867	885	915	970
Kempsey	810	803	811	836	889
Kiama	887	887	904	911	965
Kurri Kurri	818	808	839	838	919
Leeton	848	886	894	926	978
Lismore	782	834	886	918	904
Lithgow*	854	859	809	873	961
Maitland	788	833	832	835	906
Moree	878	886	904	894	956
Moss Vale	813	844	849	895	922
Mudgee	773	819	840	860	922
Narrabri	841	877	894	901	954
Narrandera	848	864	898	896	977
Newcastle*	849	880	869	882	940
Nowra	840	901	899	887	983
Orange	773	817	812	815	918
Parkes	805	843	859	903	964
Penrith	788	806	818	825	868
Port Kembla	855	866	908	905	963
Portland	841	862	857	877	903
Queanbeyan	850	884	905	953	1,000
Quirindi	855	864	866	890	909
Richmond	839	826	816	827	826
Scone	809	836	861	871	893
Singleton	779	826	813	830	900
Sydney*	836	851	863	877	909
Tamworth	785	806	806	829	895

* Information also available monthly for these towns.

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
NEW SOUTH WALES—con- tinued.					
Taree	785	848	864	889	922
Temora	803	804	823	862	961
Tenterfield	772	831	865	864	936
Tumut	810	832	837	842	947
Ullmarra	828	852	892	885	969
Wagga Wagga	797	835	850	884	935
Walcha	836	927	845	866.	910
Wellington	831	818	828	829	851
Weston	792	818	835	841	913
Windsor	788	850	851	864	892
Wollongong	867	829	853	878	955
Wyalong	815	862	870	895	966
Yass	813	850	837	887	978
Young	853	855	843	867	948
Weighted Average for State (74 Towns)	834	852	863	878	919
VICTORIA—					
Ararat	828	855	918	910	942
Bacchus Marsh	788	820	860	887	920
Bairnsdale	846	862	880	879	912
Ballarat*	777	818	872	860	886
Beechworth	813	828	885	890	969
Benalla	830	850	880	905	945
Bendigo*	794	812	856	853	904
Camperdown	814	849	863	868	932
Casterton	835	845	888	873	957
Castlemaine	775	828	845	848	884
Colac	813	817	842	850	907
Creswick	789	838	859	863	882
Daylesford	789	813	843	865	922
Dunolly	794	835	889	872	909
Echuca	784	824	846	857	921
Euroa	803	845	875	878	975
Geelong*	757	796	833	857	914
Hamilton	805	855	911	885	958
Healesville	818	831	892	917	947
Horsham	801	873	926	916	928
Kerang	819	869	895	927	941
Koroit	795	828	836	840	896
Korumburra	781	783	835	859	895
Kyneton	757	785	851	870	921
Lilydale	815	845	884	881	915

* Information also available monthly for these towns.

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
<i>VICTORIA—continued.</i>					
Maffra	785	825	901	865	925
Maldon	827	848	876	888	953
Maryborough	785	811	888	891	978
Melbourne*	758	797	833	848	896
Mildura	870	903	938	977	992
Morwell	822	842	858	887	922
Nhill	853	913	956	933	967
Orbost	814	870	912	919	968
Portland	804	863	863	862	903
Port Fairy	783	820	862	840	911
St. Arnaud	851	875	930	930	997
Sale	785	827	895	890	958
Seymour	848	880	901	937	991
Shepparton	804	819	864	880	954
Stawell	861	911	949	934	1,007
Swan Hill	833	874	918	924	969
Terang	819	875	863	885	924
Traralgon	787	816	839	834	878
Wangaratta	787	827	880	879	955
Warracknabeal	788	828	858	881	936
Warragul	789	820	827	845	905
Warrnambool*	759	785	844	834	910
Wonthaggi	794	804	895	913	946
Weighted Average for State (48 Towns)	765	803	841	854	902
<i>QUEENSLAND—</i>					
Ayr	819	825	841	867	913
Barcaldine	881	938	959	959	993
Bowen	888	885	902	902	961
Brisbane*	726	780	820	835	824
Bundaberg*	753	803	874	873	875
Cairns	837	887	915	914	949
Charleville	881	949	989	969	970
Charters Towers*	802	876	889	887	933
Chillagoe	913	900	915	946	944
Cloncurry	930	1,030	1,026	1,031	1,050
Cooktown	920	963	986	989	1,003
Cunnamulla	894	927	938	921	951
Dalby	760	807	870	836	835
Gayndah	792	851	907	867	895
Gladstone	771	827	871	870	903
Goondiwindi	820	889	914	868	893
Gympie	773	857	849	840	859
Hughenden	891	919	931	925	989
Innisfail	907	943	974	995	978
Ipswich	745	785	820	825	824

* Information also available monthly for these towns.

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
QUEENSLAND—<i>continued.</i>					
Longreach	921	978	990	993	1,009
Mackay	807	872	898	895	916
Maryborough	723	794	828	835	849
Mount Morgan	831	855	891	880	902
Nambour	767	834	844	863	883
Rockhampton*	764	839	864	877	863
Roma	823	877	885	870	921
Stanthorpe	775	803	817	830	898
Toowoomba*	695	751	800	789	781
Townsville*	817	887	904	921	933
Warwick*	721	792	820	795	822
Winton	919	931	951	963	1,021
Weighted Average for State (32 Towns)	747	806	841	850	849
SOUTH AUSTRALIA—					
Adelaide*	774	784	804	833	860
Freeling	768	804	823	845	856
Gawler	777	772	814	827	840
Kadina, Moonta, Wallaroo*	849	868	890	897	915
Kapunda	762	793	812	836	848
Koorunga	790	868	879	899	1,037
Millicent	806	805	820	918	875
Mount Gambier*	751	802	815	847	907
Murray Bridge	732	763	776	810	839
Peterborough*	806	816	851	884	910
Port Augusta*	864	892	926	945	949
Port Pirie*	813	811	896	915	950
Quorn	801	848	841	853	881
Renmark	791	920	919	906	931
Victor Harbour	908	815	839	852	857
Weighted Average for State (15 Towns)	779	791	813	841	868
WESTERN AUSTRALIA—					
Albany	871	884	896	892	911
Beverley	873	890	918	963	956
Bridgetown	918	930	955	973	971
Broome	1,155	1,142	1,180	1,181	1,184
Bunbury*	844	845	873	896	931
Carnarvon	1,008	1,032	1,082	1,127	1,128
Collie	862	855	901	874	894
Geraldton*	835	840	960	924	901
Greenbushes	924	946	960	937	965
Kalgoorlie and Boulder* ..	994	981	1,006	1,002	1,056

* Information also available monthly for these towns.

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

State and Town.	1934. November.	1935. November.	1936. November.	1937. November.	1938. November.
WESTERN AUSTRALIA—<i>con- tinued.</i>					
Katanning	844	829	884	872	904
Leonora and Gwalia	1,084	1,094	1,140	1,168	1,172
Meekatharra	1,047	1,088	1,143	1,164	1,124
Narrogin	873	863	910	884	918
Northam*	845	850	910	905	931
Perth and Fremantle*	813	813	863	866	888
Wagin	817	856	924	870	908
York	802	859	848	867	922
Weighted Average for State (18 Towns)	833	835	882	884	907
TASMANIA—					
Beaconsfield	801	818	841	830	912
Burnie*	821	837	883	906	923
Campbelltown	814	860	878	872	904
Deloraine	788	787	795	824	854
Devonport*	835	824	873	895	936
Franklin	889	896	868	905	911
Hobart*	813	797	874	889	891
Launceston*	786	793	844	870	908
New Norfolk	822	830	909	891	892
Queenstown*	913	900	920	922	1,000
Scottsdale	770	780	814	829	853
Ulverstone	815	812	888	867	889
Zeehan*	966	943	981	983	1,001
Weighted Average for State (13 Towns)	812	805	867	884	903
Australian Capital Territory Canberra* (a)	916	931	949	965	1,026
Weighted Averages—					
Australia (200 Towns)	797	825	851	865	906
Thirty Towns	795	820	847	862	895
Six Capitals	792	817	843	859	890

* Information also available monthly for these towns.

(a) Not in Weighted Averages.

§ 6. Changes in the Regimen.

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

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

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

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

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

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

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

B.—WHOLESALE PRICES AND PRICE INDEXES.

§ 1. General.

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

The index of Melbourne wholesale prices was first computed in 1912, and has been continued on the same lines since that year. It was resolved, however, at the Conference of Statisticians at Brisbane in 1930 that the time had come to revise and extend the items included in order to bring the index into line with changed conditions. An investigation to that end was commenced, and in the course of the past few

years, many new price-series have been collected on a monthly basis back to January, 1928. Some of these have been incorporated in a new index of the prices of basic materials and foodstuffs, preliminary index-numbers of which are currently published in the *Monthly Review of Business Statistics*. Others are being incorporated in a number of "special-purpose" indexes, which it is hoped to publish shortly. Their construction has been delayed in order to make use, for weighting purposes, of the larger amount of information which is now becoming available as the result of the collection of more extensive statistics of factory production. In the meantime, the original index has been continued on existing lines.

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

§ 2. Index-Numbers.

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

INDEX-NUMBERS : MELBOURNE WHOLESALE PRICES, 1861 TO 1938.

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

Year.	I. Metals and Coal.	II. Wool, Cott. n. Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dalry Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Materials.	VIII. Chem- icals.	All Groups.
1861	1,438	1,381	1,583	1,008	1,903	..	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
1914	1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915	1,284	1,017	2,162	1,539	1,133	2,435	1,275	1,528	1,604
1916	1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,504
1917	2,129	2,008	1,157	1,423	1,343	2,403	1,884	2,171	1,662
1918	2,416	2,360	1,444	1,454	1,422	2,385	2,686	3,225	1,934
1919	2,125	2,363	1,985	1,651	1,516	2,348	2,854	2,898	2,055
1920	2,298	2,624	2,439	2,209	1,918	3,279	3,226	2,825	2,480
1921	2,173	1,302	1,767	2,000	1,976	2,158	2,733	2,303	1,993
1922	1,942	1,681	1,628	1,648	1,869	1,787	2,005	1,995	1,758
1923	1,826	2,148	1,778	1,837	1,746	2,579	2,025	1,933	1,944
1924	1,835	2,418	1,647	1,655	1,721	2,223	1,815	1,806	1,885
1925	1,852	1,967	1,797	1,636	1,723	2,212	1,711	1,799	1,844
1926	1,938	1,582	2,001	1,784	1,731	1,931	1,665	1,816	1,832
1927	1,962	1,650	1,826	1,823	1,724	2,111	1,624	1,866	1,817
1928	1,912	1,781	1,726	1,751	1,707	2,015	1,744	1,923	1,792
1929	1,912	1,556	1,792	1,853	1,690	2,246	1,754	1,942	1,803
1930	1,866	1,127	1,484	1,627	1,666	2,025	1,875	1,982	1,596
1931	1,826	1,039	1,121	1,399	1,794	1,508	2,025	2,166	1,428
1932	1,736	1,000	1,230	1,303	1,767	1,348	2,043	2,127	1,411
1933	1,713	1,118	1,175	1,195	1,744	1,487	2,061	2,106	1,409
1934	1,660	1,261	1,288	1,274	1,735	1,540	2,015	2,018	1,471
1935	1,602	1,217	1,314	1,325	1,729	1,508	1,964	1,996	1,469
1936	1,566	1,331	1,480	1,351	1,731	1,684	1,969	1,997	1,543
1937	1,772	1,406	1,604	1,451	1,750	1,678	2,430	2,006	1,656
1938	1,746	1,051	1,789	1,549	1,871	1,871	2,238	2,059	1,662

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

C.—WAGES.

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

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

2. Awards, Determinations, Industrial Agreements.—The following table gives a summary for each of the years 1934 to 1938 :—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED.

State.	1934.		1935.		1936.		1937.		1938.	
	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.	Awards or Determinations made.	Agreements Filed.
New South Wales	55	22	44	31	52	39	63	42	64	38
Victoria	90	..	101	..	141	..	121	..	99	..
Queensland	32	25	46	22	61	37	46	42	38	38
South Australia	19	3	69	9	22	17	42	16	6	4
Western Australia	12	11	17	24	24	26	35	32	28	31
Tasmania	7	1	18	..	22	..	43	..	26	..
Commonwealth Court	24	4	69	13	32	13	38	11	31	13
Commonwealth Public Service Arbitrator .. .. .	..	..	4	..	2	..	3	..	3	..
Total	239	66	368	99	356	132	391	143	295	124

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

BOARDS AUTHORIZED, AWARDS, ETC. : AUSTRALIA.

Dates.	Boards Authorized.	Boards which have made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913	505	386(b)	575(c)	404
" " 1920	475	440	1,041	972
" " 1925	572	524	1,181	607
" " 1930	642	580	1,285	601
" " 1935	660	583	1,457	620
" " 1936	660	583	1,443	611
" " 1937	660	583	1,568	655
" " 1938	678	610	1,637	666

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

Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions took place during the period under review. At the end of 1938, the number of awards or determinations and industrial agreements* in force had increased by 1,062 and 295 respectively over the number in force at the 31st December, 1913.

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

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

BOARDS AUTHORIZED, AWARDS, ETC. : 1913 AND 1938.

Particulars.	At 31st Dec.	Commonwealth.								
		Court.	Pub. Ser. Arb.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
<i>Industrial and Wages—</i>										
Boards authorized ..	{ 1913 .. 1938 ..	..	..	216 (a) 323	135 193	75 ..	56 76	.. 29	23 57	505 678
Boards which have made Determinations ..	{ 1913 .. 1938 ..	..	..	123 (b) 280	123 186	74 ..	47 65	.. 24	19 55	386 610
<i>Awards and Determinations—</i>										
In force ..	{ 1913 .. 1938 ..	17 235	.. 51	265 553	127 191	73 261	54 120	18 166	21 60	575 1,637
<i>Industrial Agreements—</i>										
In force ..	{ 1913 .. 1938 ..	228 180	..	75 151	..	5 124	11 44	82 187	.. 10	401 696
<i>Commonwealth Awards—</i>										
Number in force in each State ..	{ 1913 .. 1938 ..	..	..	13 157	17 180	15 59	16 133	9 50	13 100	....
<i>Commonwealth Agreements—</i>										
Number in force in each State ..	{ 1913 .. 1938 ..	..	..	132 49	129 80	68 31	62 98	57 42	61 80	....
<i>Commonwealth Public Service Arbitrator—</i>										
Number of Determinations in force in each State ..	1938 ..	..	..	45	41	35	38	35	34	..

(a) Under Industrial Arbitration Act (1926), Conciliation Committees have been appointed, and, at the end of 1938, 307 Committees were in operation. (b) Includes fourteen Demarcation Boards.

(iii) *Australian Capital Territory.* A reference to the operations of the Industrial Board in the Australian Capital Territory, which was created and issued its first award in 1922, will be found in *Labour Report* No. 29, Chapter II., § 1.

§ 2. Rates of Wage and Hours of Labour.

1. *General.*—The collection of information respecting the current rates of wage payable in different callings and in occupations in various industries was first undertaken by the Bureau in the early part of the year 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, since most of the industries and occupations are now covered by awards, determinations, or industrial agreements.

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

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

2. Weekly Rates of Wage, 1934 to 1938.—(i) *General.* The arithmetical average of the rates of wage given in the Appendix referred to is taken for each industrial group. These averages are weighted in accordance with census results to give the average of all occupations for the States and for Australia.

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

WAGE RATES OF ADULT MALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1934 ..	83 2	78 8	88 9	75 6	84 1	79 7	82 0
.. .. 1935 ..	84 2	79 9	88 5	77 11	84 2	81 0	82 10
.. .. 1936 ..	85 6	83 1	88 7	79 6	88 6	83 3	84 10
.. .. 1937 ..	92 1	88 1	92 8	85 10	90 10	87 0	90 2
31st March, 1938 ..	93 0	89 3	92 9	86 1	91 0	87 10	91 0
30th June, 1938 ..	93 1	89 3	95 9	86 2	91 0	87 10	91 5
30th September, 1938 ..	93 10	90 0	95 9	86 7	96 9	88 0	92 5
31st December, 1938 ..	95 0	91 2	95 10	87 1	96 10	88 5	93 3

INDEX-NUMBERS.

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

31st December, 1934 ..	1,623	1,534	1,732	1,473	1,640	1,552	1,599
.. .. 1935 ..	1,642	1,555	1,725	1,520	1,642	1,581	1,617
.. .. 1936 ..	1,668	1,621	1,729	1,552	1,726	1,625	1,656
.. .. 1937 ..	1,797	1,719	1,808	1,674	1,772	1,697	1,760
31st March, 1938 ..	1,815	1,741	1,809	1,680	1,776	1,714	1,775
30th June, 1938 ..	1,816	1,742	1,868	1,681	1,776	1,714	1,784
30th September, 1938 ..	1,830	1,756	1,868	1,689	1,888	1,717	1,803
31st December, 1938 ..	1,854	1,780	1,870	1,700	1,890	1,725	1,820

Wages declined in all States during the three years 1931 to 1933, the average rates at the 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 five years and the weighted average nominal rate for Australia at the 31st December, 1938, was 12s. 9d. per week more than in 1933 and only approximately 4 per cent. below the average at the 31st December, 1930. At the close of 1938, rates were highest in Western Australia, followed in the order named by Queensland, New South Wales, Victoria, Tasmania and South Australia. The highest weighted average rate for Australia was recorded at the 30th September, 1929, viz., 10s. 5d. per week.

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

WAGE RATES OF ADULT MALES.

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

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

Industrial Group.		Weighted Average Nominal Weekly Rate of Wage and Index-Number at—							
		31st Dec., 1934.	31st Dec., 1935.	31st Dec., 1936.	31st Dec., 1937.	31st March, 1938.	30th June, 1938.	30th Sept., 1938.	31st Dec., 1938.
		<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
I. Wood, Furniture, etc.	Wage ..	85/4	86/8	88/3	95/1	95/7	96/1	97/7	98/2
	Index-No.	1,664	1,691	1,722	1,855	1,866	1,875	1,905	1,916
II. Engineering, etc.	Wage ..	83/2	85/3	86/10	94/11	95/6	95/9	97/1	97/8
	Index-No.	1,623	1,663	1,694	1,852	1,863	1,868	1,894	1,906
III. Food, Drink, etc.	Wage ..	83/8	85/3	87/3	92/6	96/2	93/9	94/8	95/2
	Index-No.	1,633	1,664	1,702	1,805	1,818	1,829	1,848	1,857
IV. Clothing, Boots, etc.	Wage ..	79/11	80/9	81/4	89/0	89/11	90/1	90/11	91/9
	Index-No.	1,559	1,576	1,587	1,737	1,754	1,758	1,774	1,790
V. Books, Printing, etc.	Wage ..	99/6	100/11	104/4	108/7	110/2	110/7	111/1	112/0
	Index-No.	1,942	1,969	2,035	2,119	2,150	2,158	2,168	2,185
VI. Other Manu- facturing	Wage ..	81/4	83/0	85/2	91/3	92/2	92/6	93/5	94/4
	Index-No.	1,587	1,619	1,661	1,780	1,799	1,804	1,822	1,840
VII. Building	Wage ..	93/8	94/1	95/7	101/7	102/1	102/7	103/9	104/6
	Index-No.	1,828	1,836	1,866	1,982	1,991	2,001	2,024	2,039
VIII. Mining, etc.	Wage ..	97/7	97/10	99/2	103/0	104/3	104/9	106/3	106/6
	Index-No.	1,904	1,908	1,935	2,010	2,034	2,044	2,073	2,077
IX. Railways, etc.	Wage ..	82/8	84/9	86/0	92/4	92/8	93/4	94/5	95/5
	Index-No.	1,613	1,653	1,677	1,802	1,808	1,821	1,842	1,862
X. Other Land Transport	Wage ..	78/9	80/1	81/8	88/3	89/5	89/10	90/11	91/7
	Index-No.	1,537	1,562	1,593	1,722	1,744	1,753	1,774	1,787
XI. Shipping, etc.(a)	Wage ..	84/8	85/2	86/8	95/6	96/4	96/4	96/4	97/6
	Index-No.	1,652	1,661	1,690	1,863	1,879	1,880	1,880	1,902
XII. Agricultural, etc.(b)	Wage ..	73/4	73/4	75/9	78/9	79/8	80/5	80/9	82/3
	Index-No.	1,431	1,431	1,478	1,537	1,555	1,568	1,575	1,604
XIII. Domestic, etc.(b)	Wage ..	75/9	76/8	79/1	85/3	86/4	86/9	87/10	88/3
	Index-No.	1,478	1,496	1,543	1,663	1,685	1,692	1,714	1,722
XIV. Miscellaneous	Wage ..	78/7	79/6	82/2	87/6	88/1	88/6	89/6	90/5
	Index-No.	1,532	1,552	1,603	1,707	1,718	1,726	1,747	1,764
All Industrial Groups	Wage ..	82/0	82/10	84/10	90/2	91/0	91/5	92/5	93/3
	Index-No.	1,599	1,617	1,656	1,760	1,775	1,784	1,803	1,820

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

The foregoing table shows that the highest average weekly wage at 31st December, 1938, was recorded in Group V. (Books, Printing, etc.), 112s. per week, followed by Groups VIII. (Mining, etc.), 106s. 6d., VII. (Building), 104s. 6d., I. (Wood, Furniture, etc.), 98s. 2d., II. (Engineering, etc.), 97s. 8d., XI. (Shipping, etc.), 97s. 6d., IX. (Railways, etc.), 95s. 5d., III. (Food, Drink, etc.), 95s. 2d. The lowest average rate was recorded in Group XII. (Agricultural, etc.), 82s. 3d. During the year rates of wage increased in all groups, the greatest increases occurring in the following :—Agricultural, etc., 3s. 6d. per week ; Mining, etc., 3s. 6d. ; Books, Printing, etc., 3s. 5d. ; Other Land Transport, 3s. 4d. ; Railways, etc., Wood, Furniture, etc., and Other Manufacturing each 3s. 1d. ; and Domestic, etc., 3s. per week. The increase during the year in the weighted average rate for all groups was 3s. 1d. per week. Compared with the average rates at 31st December, 1929 (101s. 2d.), the highest point recorded for that date in any year, wages at the end of the year 1938 showed a decrease of 7s. 11d. per week.

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

WAGE RATES OF ADULT FEMALES.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1934 ..	44 3	43 9	47 8	41 11	49 1	44 1	44 5
„ „ 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
„ „ 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5
„ „ 1937 ..	50 2	49 2	51 4	46 10	51 6	48 6	49 8
31st March, 1938 ..	50 8	49 7	51 7	47 1	51 6	48 11	50 1
30th June, 1938 ..	50 8	49 9	52 7	47 1	51 6	48 11	50 3
30th September, 1938 ..	51 1	50 0	52 9	47 2	54 10	49 0	50 7
31st December, 1938 ..	51 10	50 7	53 6	47 9	55 4	49 8	51 4

INDEX-NUMBERS.

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

31st December, 1934 ..	1,628	1,609	1,755	1,541	1,808	1,623	1,636
„ „ 1935 ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
„ „ 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
„ „ 1937 ..	1,848	1,810	1,889	1,724	1,894	1,785	1,828
31st March, 1938 ..	1,866	1,826	1,897	1,733	1,894	1,800	1,843
30th June, 1938 ..	1,866	1,832	1,936	1,733	1,894	1,800	1,850
30th September, 1938 ..	1,879	1,841	1,940	1,735	2,017	1,805	1,863
31st December, 1938 ..	1,907	1,862	1,969	1,758	2,037	1,828	1,888

Female rates followed the same downward course as male rates from 1931 to 1933. The weekly average nominal wage for Australia fell from 53s. 7d. at the 31st December, 1930, to 43s. 5d. at the same date in 1933, a decline of 10s. 2d., or 17 per cent. As with the rates for males increases were recorded in all States during the next five years, and the weighted average rate for Australia at 31st December, 1938, had advanced by 7s. 11d. per week over that ruling on 31st December, 1933, and was only approximately 4 per cent. below the average at 31st December, 1930. The highest weighted average rate for Australia was recorded during the quarter ended 30th September, 1929, viz., 54s. 2d. per week.

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

WAGE RATES OF ADULT FEMALES.

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

Date.	Industrial Group.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I, II, V, and VI. All Other Manufacturing.	XIII. Domestic, etc.(a)	XIV. Miscel- laneous.	All Groups.
RATES OF WAGE.						
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
31st December, 1934..	40 8	43 6	44 2	45 11	47 2	44 5
„ „ 1935..	42 1	44 2	44 8	46 3	46 5	45 0
„ „ 1936..	43 1	44 9	45 8	47 1	50 9	46 5
„ „ 1937..	45 7	48 1	49 4	51 2	53 0	49 8
31st March, 1938 ..	46 3	48 6	49 6	51 8	53 3	50 1
30th June, 1938 ..	46 5	48 7	49 7	52 2	53 8	50 3
30th September, 1938	46 10	48 10	50 0	52 9	53 11	50 7
31st December, 1938..	47 1	49 9	50 6	53 1	54 6	51 4

INDEX-NUMBERS.

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

31st December, 1934..	1,497	1,601	1,626	1,689	1,737	1,636
„ „ 1935..	1,549	1,625	1,645	1,701	1,708	1,655
„ „ 1936..	1,585	1,646	1,680	1,734	1,867	1,708
„ „ 1937..	1,677	1,770	1,815	1,883	1,952	1,828
31st March, 1938 ..	1,702	1,786	1,823	1,902	1,959	1,843
30th June, 1938 ..	1,708	1,787	1,824	1,919	1,974	1,850
30th September, 1938	1,724	1,797	1,841	1,941	1,985	1,863
31st December, 1938..	1,732	1,831	1,859	1,954	2,004	1,888

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

During the year 1938 rates of wage for female employees in each industrial group showed an increase as compared with that for the previous year, the greatest increases occurring in Group XIII. (Domestic, etc.), 1s. 11d. per week; IV. (Clothing, Boots, etc.), 1s. 8d. per week; and Groups XIV. (Miscellaneous) and III. (Food, Drink, etc.), 1s. 6d. per week. The weighted average for all groups increased by 1s. 8d. per week.

3. **Relative Hours of Labour and Hourly Rates of Wage, 1934 to 1938.**—(i) *General.* The rates of wage referred to in preceding paragraphs are the minima payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some other purposes a better comparison, the results in the preceding paragraphs are reduced to a common basis, viz., the rate of wage per hour. Particulars are given in the following table classified according to States, for male and female occupations separately, at the end of the years 1934 to 1938. These particulars relate to (a) the weighted average nominal weekly wage; (b) the weighted average number of working hours constituting a full week's work; and (c) the weighted average hourly wage. The weighted average weekly wage relates to all industrial groups combined, and includes

the value of board and lodging where supplied in land occupations, and the value of victualling and accommodation where supplied in marine occupations, whereas the number of working hours and the hourly wage relate to all industrial groups other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Many of the occupations included in these two groups are of a casual or seasonal nature, and the hours of labour in the agricultural and dairying industry are not generally regulated either by awards or determinations of industrial tribunals or otherwise, hence the necessary data for the computation of the average number of working hours are not available.

The general effect of reducing the rates of wage to a common basis (i.e., per hour) is to eliminate on comparison any apparent difference between the several States which may be due to unequal working time.

(ii) *Adult Males and Females.* Particulars of the weekly and hourly wages and hours of labour for adult males and females at the close of the last five years are given in the table hereunder:—

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.
MALE WORKERS.								
1934	Weekly Wage (a) ..	83/2	78/3	88/9	75/6	84/1	79/7	82/0
	Working Hours (b) ..	44.23	46.82	44.00	46.83	45.51	46.77	45.36
	Hourly Wage (b) ..	1/11½	1/8½	2/0½	1/7½	1/10½	1/8½	1/10½
1935	Weekly Wage (a) ..	84/2	79/9	88/5	77/11	84/2	81/0	82/10
	Working Hours (b) ..	44.18	46.69	43.69	46.63	45.48	46.75	45.26
	Hourly Wage (b) ..	1/11½	1/9	2/1	1/8½	1/10½	1/9½	1/10½
1936	Weekly Wage (a) ..	85/6	83/1	88/7	79/6	88/6	83/3	84/10
	Working Hours (b) ..	44.08	46.41	43.69	46.55	45.30	46.33	45.09
	Hourly Wage (b) ..	2/0½	1/10	2/1	1/9	2/0	1/9½	1/11½
1937	Weekly Wage (a) ..	92/1	88/1	92/8	85/10	90/10	87/0	90/2
	Working Hours (b) ..	44.07	46.22	43.68	46.57	45.25	46.24	45.03
	Hourly Wage (b) ..	2/2½	1/11½	2/2½	1/10½	2/0½	1/11	2/0½
1938	Weekly Wage (a) ..	99/1	92/3	98/3	88/3	98/9	80/5	95/11
	Working Hours (b) ..	44.01	45.85	43.67	46.31	45.11	46.00	44.85
	Hourly Wage (b) ..	2/3	2/0½	2/3	1/10½	2/2½	1/11½	2/1½
FEMALE WORKERS.								
1934	Weekly Wage ..	44/3	43/9	47/8	41/11	49/1	44/1	44/5
	Working Hours ..	43.93	45.44	44.03	46.03	45.57	46.07	44.81
	Hourly Wage ..	1/0	0/11½	1/1	0/11½	1/1	0/11	1/0
1935	Weekly Wage ..	44/11	44/2	48/0	42/5	49/1	44/10	45/0
	Working Hours ..	43.93	45.44	44.03	46.03	45.57	46.07	44.81
	Hourly Wage ..	1/0½	0/11½	1/1	0/11½	1/1	0/11½	1/0
1936	Weekly Wage ..	45/7	46/10	48/4	43/4	50/11	45/1	46/5
	Working Hours ..	43.93	44.94	44.03	46.03	45.57	45.24	44.60
	Hourly Wage ..	1/0½	1/0½	1/1½	0/11½	1/1½	1/0	1/0½
1937	Weekly Wage ..	50/2	49/2	51/4	46/10	51/6	48/6	49/8
	Working Hours ..	43.92	44.76	44.03	46.02	45.57	45.24	44.52
	Hourly Wage ..	1/1½	1/1½	1/2	1/0½	1/1½	1/0½	1/1½
1938	Weekly Wage ..	51/10	50/7	53/6	47/9	55/4	49/8	51/4
	Working Hours ..	43.88	44.63	44.03	45.96	45.38	45.10	44.44
	Hourly Wage ..	1/2½	1/1½	1/2½	1/0½	1/2½	1/1½	1/1½

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

(iii) *Index-Numbers.* The tendency in a majority of the States during the years 1924 to 1928 was towards a slight reduction in hours of labour, particularly in Queensland and New South Wales, where a 44-hour week became operative on 1st July, 1925, and on 4th January, 1926, respectively. Further decreases were recorded in the hours of work per week for male employees during 1927 in all States excepting Queensland, where hours remained stationary. The decline in the other States was due mainly to the reduction of the standard hours of labour in Group II. (Engineering, etc.) from 48 to 44 hours per week, as awarded by the Commonwealth Court of Conciliation and Arbitration. The decline in the weekly hours in New South Wales, Victoria, South Australia and Tasmania in 1928 was due mainly to the reduction of the standard hours of labour in Group V. (Books, Printing, etc.). During 1929 the hours of work per week for timber workers in certain States were increased by the Commonwealth Court, with the result that the weighted average hours for Australia were slightly increased. The repeal of the Acts in New South Wales and Queensland providing for a 44-hour week tended to increase the average number of hours of labour per week in those States during the year 1930, while the restoration of this measure in New South Wales during 1931 and in Queensland during 1933 was mainly responsible for the reduction in hours since 1930. A further slight reduction in Queensland was brought about by the introduction in April, 1935, of a 40-hour week for employees on Building Construction. The effect of these changes on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers given in the following table:—

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
MALE WORKERS.								
1934	{ Weekly Wage ..	1,509	1,427	1,610	1,369	1,525	1,443	1,487
	{ Hourly Wage (a) ..	1,676	1,484	1,782	1,410	1,624	1,494	1,594
1935	{ Weekly Wage ..	1,528	1,448	1,605	1,415	1,528	1,470	1,504
	{ Hourly Wage (a) ..	1,703	1,496	1,782	1,476	1,626	1,519	1,617
1936	{ Weekly Wage ..	1,552	1,508	1,609	1,444	1,606	1,512	1,541
	{ Hourly Wage (a) ..	1,731	1,567	1,787	1,500	1,724	1,552	1,662
1937	{ Weekly Wage ..	1,672	1,599	1,682	1,558	1,649	1,580	1,637
	{ Hourly Wage (a) ..	1,878	1,676	1,875	1,602	1,751	1,643	1,774
1938	{ Weekly Wage ..	1,797	1,682	1,782	1,601	1,791	1,622	1,741
	{ Hourly Wage (a) ..	1,935	1,738	1,934	1,638	1,881	1,671	1,832
FEMALE WORKERS.								
1934	{ Weekly Wage ..	1,628	1,609	1,755	1,541	1,809	1,623	1,536
	{ Hourly Wage ..	1,819	1,738	1,956	1,699	1,947	1,730	1,797
1935	{ Weekly Wage ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
	{ Hourly Wage ..	1,848	1,758	1,971	1,721	1,947	1,759	1,818
1936	{ Weekly Wage ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
	{ Hourly Wage ..	1,875	1,883	1,985	1,700	2,018	1,803	1,881
1937	{ Weekly Wage ..	1,848	1,810	1,889	1,724	1,894	1,785	1,828
	{ Hourly Wage ..	2,066	1,985	2,107	1,839	2,041	1,938	2,017
1938	{ Weekly Wage ..	1,907	1,862	1,969	1,758	2,037	1,828	1,888
	{ Hourly Wage ..	2,134	2,050	2,196	1,878	2,205	1,991	2,086

(a) See footnote to following table.

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

4. **Weighted Average Nominal Weekly Hours of Labour, Adult Males.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for adult male workers in each State and Australia at the 31st December, 1934 to 1938.

HOURS OF LABOUR.

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

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

31st December—	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
1934	Weighted average weekly hours of labour (a) ..	44.23	46.82	44.00	46.83	45.51	46.77	45.36
	Index-numbers	904	957	899	957	930	956	927
1935	Weighted average weekly hours of labour (a) ..	44.18	46.69	43.69	46.63	45.48	46.75	45.26
	Index-numbers	903	954	893	953	929	955	925
1936	Weighted average weekly hours of labour (a) ..	44.08	46.41	43.69	46.55	45.30	46.33	45.00
	Index-numbers	901	948	893	951	926	947	922
1937	Weighted average weekly hours of labour (a) ..	44.07	46.22	43.68	46.57	45.25	46.24	45.03
	Index-numbers	901	945	893	952	925	945	920
1938	Weighted average weekly hours of labour (a) ..	44.01	45.85	43.67	46.31	45.11	46.00	44.85
	Index-numbers	899	937	893	946	922	940	917

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

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

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

(ii) *Nominal Weekly Wage Index-numbers 1901 to 1938—States.* The following table shows for the period 1901 to 1938 the weighted average nominal weekly rates of wage for adult males in each State, the weighted average rate for Australia in 1911 being taken as the base (=1,000). These results are based generally upon rates of wage prevailing in the capital city of each State, but in certain industries, such as mining,

rates are necessarily taken for places other than the capital cities. The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages not being available. For 1914 and subsequent years, however, the index-numbers are based on the average rates current at the end of the four quarters of each year :—

NOMINAL WAGE INDEX-NUMBERS : ADULT MALES.
(Base : Weighted Average Wage for Australia, 1911 = 1,000.)

State.	1901.	1911.	1914.	1921.	1929.	1932.	1933.	1934.	1935.	1936.	1937.	1938.
New South Wales	858	1,003	1,093	1,862	2,012	1,734	1,638	1,617	1,631	1,654	1,723	1,829
Victoria	796	985	1,062	1,803	1,964	1,552	1,502	1,523	1,550	1,583	1,665	1,755
Queensland	901	997	1,035	1,879	1,976	1,731	1,720	1,727	1,731	1,728	1,774	1,854
South Australia	819	1,013	1,061	1,697	1,891	1,434	1,423	1,458	1,493	1,533	1,608	1,688
Western Australia	1,052	1,152	1,223	1,832	1,960	1,611	1,584	1,619	1,611	1,688	1,748	1,833
Tasmania	719	799	1,027	1,745	1,840	1,533	1,519	1,540	1,571	1,610	1,656	1,718
Australia	848	1,000	1,081	1,826	1,972	1,639	1,584	1,590	1,609	1,635	1,704	1,796

(iii) *Effective or Real Wage Index-numbers in each State, 1901-1938.* In obtaining the effective wage index-numbers in the following tables the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

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

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

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

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

State.	1901.	1911.	1914.	1921.	1929.	1931.	1932.	1933.	1934.	1935.	1936.	1937.		
New South Wales	..	961	973	906	1,070	1,050	1,160	1,150	1,138	1,101	1,095	1,090	1,107	
Victoria	..	915	1,037	961	1,038	1,084	1,162	1,126	1,139	1,114	1,092	1,075	1,099	
Queensland	1,172	1,090	1,038	1,220	1,345	1,376	1,417	1,377	1,323	1,261	1,237	
South Australia	948	957	929	1,067	1,178	1,133	1,152	1,144	1,149	1,143	1,151	
Western Australia	1,024	1,023	1,070	1,139	1,143	1,232	1,212	1,246	1,221	1,224	1,224	
Tasmania	827	838	942	977	1,064	1,104	1,067	1,094	1,086	1,099	1,094	1,088
Australia	964	1,000	948	1,076	1,082	1,185	1,168	1,178	1,148	1,133	1,119	1,131

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

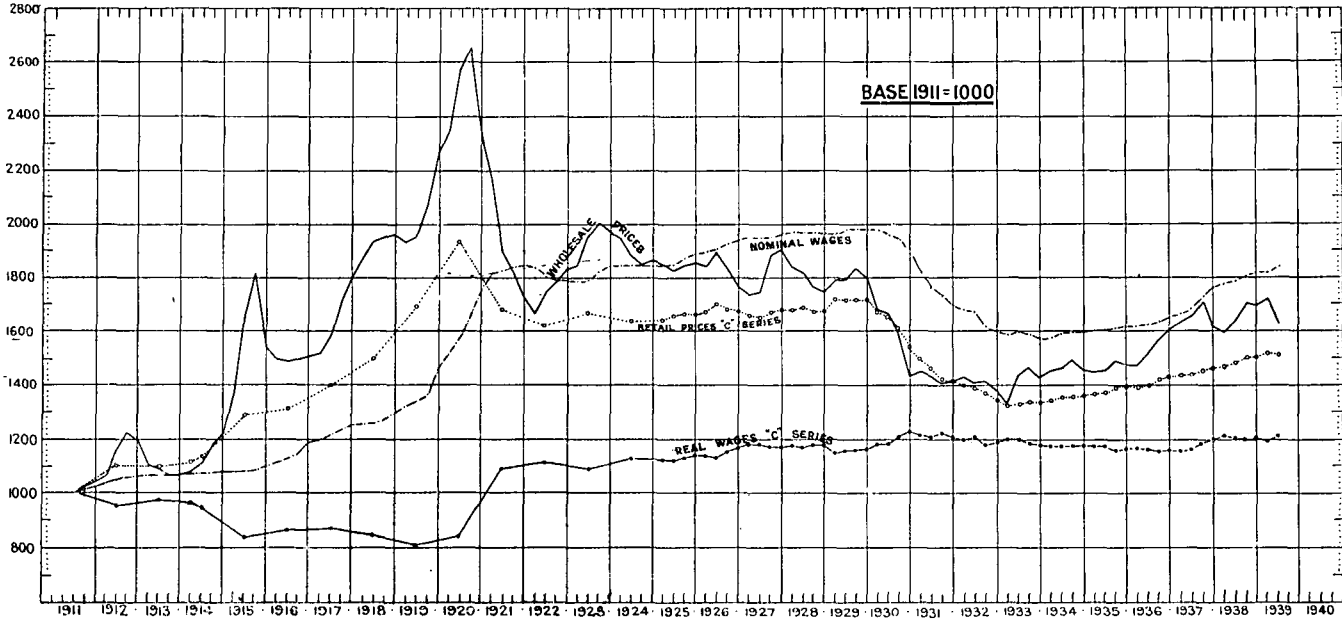
EFFECTIVE OR REAL WAGE INDEX-NUMBERS FOR ADULT MALES (FULL WORK).

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

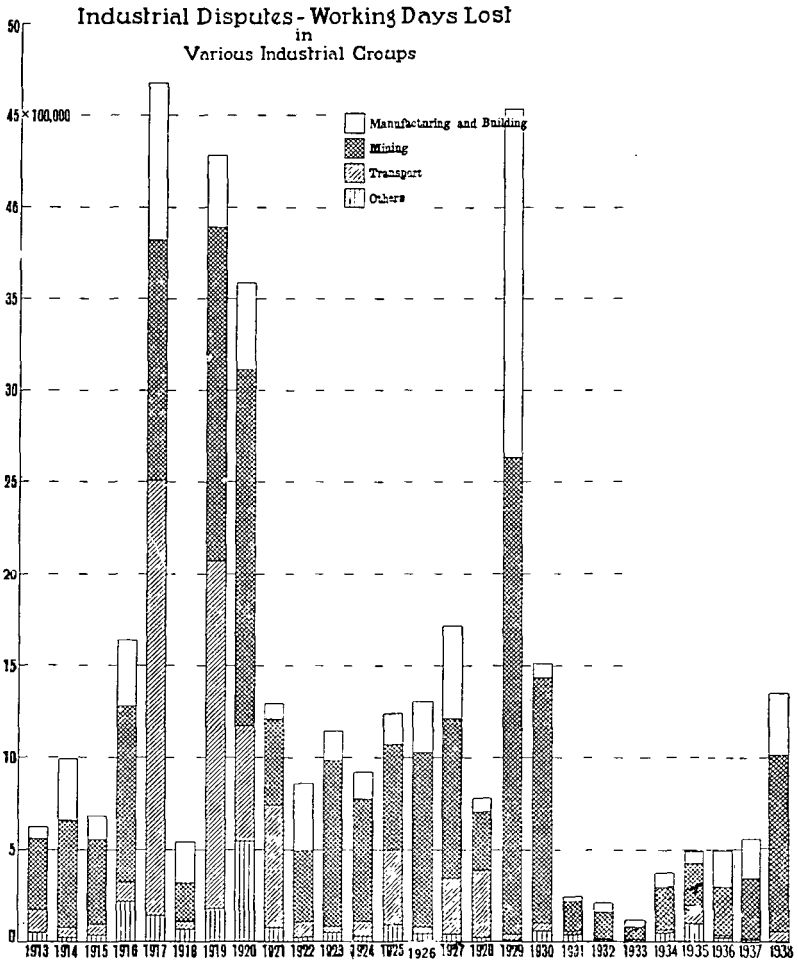
(Base : Weighted Average Real Wage in Australia in 1911 = 1,000.)

State.	1911.	1914.	1921.	1929.	1931.	1932.	1933.	1934.	1935.	1936.	1937.	1938.		
New South Wales	925	1,073	1,130	1,210	1,206	1,186	1,157	1,153	1,150	1,168	1,207	
Victoria	954	1,084	1,164	1,200	1,150	1,147	1,146	1,134	1,131	1,155	1,180	
Queensland	1,022	1,227	1,290	1,336	1,366	1,382	1,366	1,338	1,296	1,277	1,311	
South Australia	914	1,034	1,099	1,137	1,079	1,086	1,091	1,097	1,101	1,128	1,146	
Western Australia	1,043	1,096	1,152	1,189	1,158	1,177	1,177	1,187	1,190	1,214	1,252	
Tasmania	902	984	1,108	1,120	1,094	1,110	1,169	1,115	1,128	1,141	1,167	
Australia	1,000	948	1,087	1,151	1,210	1,190	1,187	1,173	1,166	1,160	1,177	1,207

WHOLESALE AND RETAIL PRICES, NOMINAL AND EFFECTIVE OR REAL WAGE INDEX-NUMBERS.—AUSTRALIA, 1911 TO 1939.



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



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

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

(iv) *Effective or Real Wage Index-numbers in the Commonwealth, 1901-38.* In the following table similar index-numbers are given for Australia as a whole. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the Six Capital Cities and multiplying by 1,000.

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

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

Year.	Nominal Weekly Wage Index-Numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., Relative Purchasing Power over Regimen of—	
		"A" Series (Food, Groceries and Rent of All Houses).	"C" Series (All Items).	"A" Series.	"C" Series.
1901	848	880	..	964	..
1910	955	970	..	985	..
1911	1,000	1,000	(1,000)	1,000	(1,000)
1912	1,051	1,101	..	955	..
1913	1,076	1,104	..	975	..
1914	1,081	1,140	1,140	948	948
1915	1,092	1,278	1,297	854	842
1916	1,144	1,324	1,319	864	867
1917	1,226	1,318	1,406	930	872
1918	1,270	1,362	1,501	932	846
1919	1,370	1,510	1,695	907	808
1920	1,627	1,785	1,935	911	841
1921	1,826	1,697	1,680	1,076	1,087
1922	1,801	1,600	1,619	1,126	1,112
1923	1,805	1,700	1,664	1,062	1,085
1924	1,840	1,681	1,637	1,095	1,124
1925	1,861	1,722	1,654	1,081	1,125
1926	1,914	1,786	1,677	1,072	1,141
1927	1,946	1,766	1,662	1,102	1,171
1928	1,963	1,760	1,675	1,115	1,172
1929	1,972	1,822	1,713	1,082	1,151
1930	1,939	1,683	1,618	1,152	1,198
1931	1,752	1,479	1,448	1,185	1,210
1932	1,639	1,403	1,377	1,168	1,190
1933	1,584	1,345	1,335	1,178	1,187
1934	1,590	1,385	1,355	1,148	1,173
1935	1,609	1,420	1,380	1,133	1,166
1936	1,635	1,461	1,409	1,119	1,160
1937	1,704	1,507	1,448	1,131	1,177
1938	1,796	(a)	1,488	(a)	1,207

(a) Not available.

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

§ 3. The Basic Wage in Australia.

1. **General.**—The “basic wage” in Australia is understood to mean 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 wage is fixed by various industrial tribunals in Australia operating under Commonwealth and State Arbitration Acts, and is varied from time to time according to changes in cost of living, constitution of the family unit, etc. 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 the year 1907 that the first basic wage, as such, was declared by a Court in Australia. This declaration was made by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, and is popularly known as the “Harvester Judgment” on account of its having been determined in connexion with H. V. McKay’s Sunshine Harvester Works. 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,” and was generally referred to as the “Harvester” wage. 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 rates for all other towns throughout Australia were fixed at practically the same rates until the year 1913, when the Court took cognizance of the Retail Price index-numbers, covering food and groceries and rent of all houses (“A” Series), for the 30 more important towns of Australia, which had been published by the Commonwealth Statistician for the first time in the preceding year. These index-numbers had been taken back to 1901, with the year 1911 as base, and disclosed not only considerable percentage increases since 1907, but also large disparities in the relative purchasing power of money in the various towns. The basic rates for towns were thereafter fixed on their respective index-numbers, taking the index-number 875 for Melbourne for the year 1907 as being equivalent to 42s. per week, or the base of the table 1,000 as being equivalent to 48s. per week. Exceptions were made in the case of many country towns, where certain “loadings” were applied to counterbalance their lower index-numbers due to cheaper rentals.‡

In 1922 an amount known as the “Powers’ 3s.”§ was added as a general “loading” to the weekly wage for the purpose of securing to the worker during a period of rising prices the full equivalent of the “Harvester” standard. In the same year the system was instituted of making regular quarterly adjustments of the basic wage to accord with variations in purchasing power as disclosed by the “A” Series retail price index-numbers.

The Commonwealth Conciliation and Arbitration Act provides that the “basic” wage, or any alteration thereof including the principles on which it is computed, together with any variation or interpretation of any award involving any such alteration, shall be considered by a Court constituted by the Chief Judge and not less than two other Judges, and must be approved by a majority of the members of that Court. By a

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

† *Ibid.*

‡ 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.

judgment of the High Court on the 21st April, 1933, the "basic" wage is taken to mean for the foregoing purpose, not only the "Harvester" wage but any "loadings" forming part of the primary wage of an unskilled labourer. A "loading" is defined as an addition to the "basic" wage as compensation for some peculiar condition of labour or environment, and not by way of "margin for skill." The wage payable for skilled labour is assessed on the basis of the "basic" wage, including "loadings."

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

No change was made in the method of fixation and adjustment of the basic wage until the onset of the depression, which began to be felt severely during 1930. Applications were then made to the Court by employers for some greater measure of reduction of wages than that afforded by the automatic adjustments to falling retail prices. An account of the proceedings which resulted in the Court reducing all wages under its jurisdiction by 10 per cent. from the 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 31st May, 1934, when it was superseded by a judgment delivered on 17th April, 1934, full particulars of which appear in Year Book No. 29, 1936, page 545. The basic wage declared on this occasion (known as the "Restoration 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 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" Series to the "C" Series of Index-Numbers. The latter Series covers Food and Groceries; Rent of 4-roomed and 5-roomed Houses; Clothing; Fuel; Light; Household Utensils; Household Drapery; Fares; and other Miscellaneous household requirements. The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the above rates for the capital cities, which are proportionate to their respective index-numbers. In effect, the new rate for the Six Capital Cities was the same as that previously paid under the "A" Series, without the "Powers" 3s., and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the "A" Series, owing to the different relationship of towns under the "A" and the "C" Series.

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

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

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

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

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

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

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

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

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

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

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

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

The main parts of the Judgment were reprinted in Official Year Book No. 30.

(iv) *Current Federal Basic Wage Rates.* The basic wage rates of the Federal Court, including the "loadings" referred to above, operative from 1st December, 1939, are as follows:—

	<i>s. d.</i>		<i>s. d.</i>
New South Wales—		South Australia—	
Sydney	82 0	Adelaide	77 0
Newcastle	82 0	Five Towns	77 0
Broken Hill	82 0	Western Australia—	
Five Towns	81 0	Perth	77 0
Victoria—		Kalgoorlie	91 0
Melbourne	} 80 0	Geraldton	82 0
Geelong	} 80 0	Five Towns	78 0
Warrnambool	} 80 0	Tasmania—	
Mildura	} 80 0	Hobart	77 0
Yallourn	86 6	Launceston	76 0
Five Towns	80 0	Queenstown (a)	66 6
Queensland—		Five Towns	77 0
Brisbane	76 0	Thirty Towns	79 0
Five Towns	76 0	Six Capital Cities	79 0

(a) Fixed wage.

With the exception of those mentioned above, the rate for provincial towns is 3s. less than that of their respective capital cities.

3. *State Basic Wages.*—(i) *New South Wales.* The first determination under the New South Wales Industrial Arbitration Act of a standard living wage for adult male employees was made on the 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 the 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.

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

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

BASIC WAGE VARIATIONS IN NEW SOUTH WALES.

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

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

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

(c) See below.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 439, the Government of New South Wales decided to bring the State Basic Wage into line with the Federal rates ruling in the State, and secured an amendment of the Industrial Arbitration Act to give effect thereto. The Act (No. 9 of 1937) was passed on 7th October, 1937, and was expressed to come into operation from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable, and provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index-Numbers, shortly known as the "Court" Series of Index-Numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act; to define boundaries within which the various rates are to operate; and to specify the appropriate "Court" Series retail price index-numbers to which they are to be related.

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

The rates applicable in the metropolitan area from 1st December, 1939, are £4 2s. for males and £2 4s. for females.

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

(ii) *Victoria and Tasmania.* A State basic rate of wage is not declared in Victoria and Tasmania. In these States the Wages Board system of wage fixation is in operation, and each Board determines the minimum rate of wage to be paid in the industry or calling under review. In the majority of cases the practice of the Commonwealth Arbitration Court of adjusting wages in accordance with variations in retail prices has been followed in the past by these bodies. In the case of Victoria, by amendments of the Factories and Shops Act No. 4275 of 1934 and No. 4461 of 1936, it is now obligatory on all Wages Boards to adopt such provisions of Commonwealth Awards which such Boards are under the Factory and Shops Acts empowered to include in their determinations. The Secretary of Labour is also empowered under this Act to make adjustments of wages according to variations in retail price index-numbers without calling the Board together. The latest Commonwealth adult rates for Melbourne and Hobart are respectively 80s. and 77s. per week, operative from 1st December, 1939, and female rates are roughly 54 per cent. of those rates.

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

BASIC WAGE VARIATIONS IN QUEENSLAND.

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

(a) Fixed by Basic Wage Act.

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

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

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

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

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

BASIC WAGE VARIATIONS IN SOUTH AUSTRALIA.

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

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

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

BASIC WAGE VARIATIONS IN WESTERN AUSTRALIA.

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

(a) Excluding Gold-fields areas, where rates were the same as those operating from 1st July, 1926.
 (b) Applicable from 24th April, 1939.

The latest rates payable in accordance with the quarterly adjustments declared by the Court are the same as those shown above.

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

BASIC WEEKLY WAGE RATES FIXED BY STATE INDUSTRIAL TRIBUNALS.

State.	Basic Wage.		Date of Operation.	Family Unit (for Male Rate).
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales ..	(a) 4 2 0	(a) 2 4 0	1.12.39	Man, wife and child
Victoria ..	(b)	(b)	(b)	(b)
Queensland ..	(c) 4 4 0	(c) 2 5 0	7.8.39	Man, wife and three children
South Australia ..	3 18 0	1 18 0	5.1.39	Man, " " "
Western Australia..	(d) 4 2 2	(d) 2 4 4	24.4.39	Man, wife and two children
Tasmania ..	(b)	(b)	(b)	(b)

(a) Sydney, Newcastle, Port Kembla-Wollongong and Broken Hill. Elsewhere, males £3 19s., females £2 2s. 6d. Male wage plus child allowances. (b) None declared, but follow Federal rates to a large extent.

(c) South-Eastern Division. Allowances are added for the following Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females. (d) Metropolitan Area. Basic wage for Gold-fields Areas and portions of State exclusive of the South-West Land Division—males £4 16s. 4d.; females £2 12s.; South-West Land Division (excluding Metropolitan Area)—males £4 3s. 1d.; females £2 4s. 10d.

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

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

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

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

§ 4. Child Endowment in Australia.

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

2. **New South Wales.**—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill

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

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

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

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

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

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

At the conference of Commonwealth and State Ministers held at Canberra during May, 1929, the Prime Minister stated that the Commonwealth Government was not prepared to adopt a scheme financed entirely from the proceeds of taxation, as had been recommended in the minority report. The Commonwealth Government agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which

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

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

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

the States were not prepared to relinquish. The Government, therefore, did not propose to establish any system of child endowment. It was generally agreed that any scheme which would increase the charges upon industry would be unwise at that particular time. The matter of child endowment was accordingly left to be dealt with as the State Governments should think proper.

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

§ 5. Changes in Rates of Wage.

The collection of detailed information relating to changes in rates of wage was discontinued at the end of the year 1929, owing to the difficulty of securing reliable data. Officials of employers' organizations and trade unions reported that they were unable to supply definite particulars as to the number of workpeople affected by Commonwealth and State awards and determinations. In order to secure comprehensive and reliable data it would have been necessary to extend considerably the field of collection, and after serious consideration, and in view of the fact that the demand for the figures had been limited, it was decided that the additional expense and work involved were too heavy to justify the continuance of the tabulation.

D.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

In *annual* tabulations particulars are included of all disputes which either *commenced* or were *current* during the year under review. As regards "number of disputes", "establishments involved", and "workpeople involved", therefore, duplication will take place in respect of those disputes which started in and were unsettled at the end of a preceding year; the number involved will, however, be indicated in a footnote, to permit of due allowance being made in any calculations made from the tables.

2. **Industrial Disputes Involving Stoppage of Work, Classified in Industrial Groups, 1938.**—The following tables give particulars of industrial disputes which either commenced or were current during the year 1938, classified according to industrial groups.

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1938.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.		
				Directly.	Indirectly.	Total.				
NEW SOUTH WALES.										
II.	Engineering, metal works, etc...	13	18	1,171	2,591	3,762	217,686	£ 180,743		
III.	Food, drink, etc.	8	10	3,260	145	3,405	6,495	5,969		
IV.	Clothing, textiles, etc.	1	1	217	..	217	3,246	6,185		
VI.	Other manufacturing	5	5	390	130	520	11,723	9,043		
VIII.	(a) Coal-mining	302	438	109,219	3,798	113,017	719,310	768,799		
	(b) Other mining, quarries, etc.	5	5	1,570	..	1,570	6,474	6,903		
XI.	Shipping, wharf labour, etc.	2	2	273	1,490	1,763	58,805	34,811		
XIV.	Miscellaneous	4	4	278	6	284	688	462		
Total		340	483	116,378	8,160	124,538	1,029,427	1,012,915

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1938—continued.

Class.	Industrial Group.	Number.	Estab-lishments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
VICTORIA.								
I.	Wood, saw-mills, etc. ..	2	2	72	11	83	5,412	£ 4,670
II.	Engineering, metal works, etc. ..	3	3	414	15	429	14,027	13,300
III.	Food, drink, etc. ..	1	1	19	..	19	57	46
IV.	Clothing, textiles, etc. ..	6	13	2,003	1,736	3,739	25,520	15,348
VII.	Building ..	2	12	920	850	1,770	9,520	8,847
VIII.	(a) Coal-mining ..	5	7	4,250	..	4,250	49,800	45,384
	Total	19	38	7,678	2,612	10,290	104,336	87,595
QUEENSLAND.								
VIII.	(a) Coal-mining ..	3	7	2,635	..	2,635	87,298	87,166
XI.	Shipping, wharf labour, etc. ..	1	1	13	..	13	169	148
XIV.	Miscellaneous ..	1	1	9	..	9	72	65
	Total	5	9	2,657	..	2,657	87,539	87,379
SOUTH AUSTRALIA.								
II.	Engineering, metal works, etc. ..	1	1	31	..	31	155	120
XI.	Shipping, wharf labour, etc. ..	1	1	42	52	94	94	103
	Total	2	2	73	52	125	249	223
WESTERN AUSTRALIA.								
I.	Wood, saw-mills, etc. ..	1	1	400	..	400	4,000	3,200
II.	Engineering, metal works, etc. ..	2	2	97	120	217	741	598
VII.	Building ..	1	15	2,000	500	2,500	25,000	23,000
VIII.	(a) Coal-mining ..	2	2	277	..	277	2,770	280
	(b) Other mining, quarries, etc.	1	1	220	30	250	13,750	16,200
	Total	7	21	2,994	650	3,644	43,768	43,278
TASMANIA.								
VIII.	(a) Coal-mining ..	2	4	2,200	..	2,200	72,175	72,030
NORTHERN TERRITORY.								
XIV.	Miscellaneous ..	1	1	500	..	500	500	400
AUSTRALIA.								
I.	Wood, saw-mills, etc. ..	3	3	472	11	483	9,412	7,870
II.	Engineering, metal works, etc. ..	19	24	1,713	2,726	4,439	232,609	194,761
III.	Food, drink, etc. ..	9	11	3,279	145	3,424	6,552	6,015
IV.	Clothing, textiles, etc. ..	7	14	2,220	1,736	3,956	33,766	21,533
VI.	Other manufacturing ..	5	5	390	130	520	11,723	9,043
VII.	Building ..	3	27	2,920	1,350	4,270	34,520	31,847
	(a) Coal-mining ..	314	458	118,581	3,798	122,379	928,860	973,659
VIII.	(b) Other mining, quarries, etc. ..	6	6	1,790	30	1,820	20,224	23,103
XI.	Shipping, wharf labour, etc. ..	4	4	328	1,542	1,870	59,068	35,062
XIV.	Miscellaneous ..	6	6	787	6	793	1,260	927
	Total	376	558	132,480	11,474	143,954	1,337,994	1,303,820

3. Industrial Disputes, Australia, 1934 to 1938.—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 1934 to 1938, 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 the year 1913 the proportion of disputes in the mining industry represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 85 in 1938. In the past five years working days lost through dislocations involving work people engaged in coal-mining amounted to 1,813,668, representing 56 per cent. of the total loss of working days during the period:—

INDUSTRIAL DISPUTES : AUSTRALIA.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
			Coal Mining.	Other Mining, etc.			
NUMBER.							
1934 ..	13	1	91	9	6	35	155
1935 ..	21	4	108	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1934-38 ..	166	13	933	49	40	90	1,291
WORKPEOPLE INVOLVED.							
1934 ..	7,284	54	23,622	7,862	3,169	8,867	50,858
1935 ..	4,086	49	31,519	2,795	6,142	2,731	47,322
1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1937 ..	17,353	30	72,492	3,543	574	2,181	96,173
1938 ..	12,822	4,270	122,379	1,820	1,870	793	143,954
1934-38 ..	47,025	4,984	295,612	23,042	12,130	16,101	398,894
WORKING DAYS LOST.							
1934 ..	73,878	108	190,363	41,800	14,002	50,235	370,386
1935 ..	62,423	1,294	162,633	64,824	100,774	103,176	495,124
1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	214,869	180	307,609	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	12,60	1,337,994
1934-38 ..	844,873	38,439	1,813,668	185,166	184,890	190,827	3,257,863
ESTIMATED LOSS IN WAGES.							
1934 ..	£ 49,364	£ 80	£ 186,027	£ 37,806	£ 10,164	£ 34,328	£ 317,859
1935 ..	£ 47,079	£ 1,143	£ 164,648	£ 57,791	£ 61,249	£ 58,686	£ 390,596
1936 ..	£ 160,259	£ 1,846	£ 249,767	£ 36,408	£ 5,480	£ 15,065	£ 468,825
1937 ..	£ 165,618	£ 211	£ 313,052	£ 20,133	£ 2,572	£ 5,159	£ 506,745
1938 ..	£ 239,222	£ 31,847	£ 973,659	£ 23,103	£ 35,062	£ 927	£ 1,303,820
1934-38 ..	£ 661,542	£ 35,127	£ 1,887,153	£ 175,331	£ 114,527	£ 114,165	£ 2,987,845

4. Summary of Disputes (involving Stoppage of Work), 1934 to 1938.—The following table gives particulars of the number of industrial disputes in each State in the years 1934 to 1938 together with the workpeople involved, the working days lost, and the estimated loss in wages:—

INDUSTRIAL DISPUTES: SUMMARY.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales	1934	117	129	33,065	2,943	36,008	213,753	£ 196,265
	1935	134	162	31,350	2,055	33,405	301,345	237,707
	1936	188	231	50,557	1,728	52,285	432,513	414,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
Victoria	1934	19	84	8,074	354	8,428	108,872	82,438
	1935	20	30	7,658	243	7,901	45,713	31,280
	1936	10	22	1,599	224	1,823	12,251	9,890
	1937	11	11	3,770	44	3,814	70,753	57,182
	1938	19	38	7,678	2,612	10,290	104,336	87,595
Queensland	1934	7	830	2,453	420	2,873	29,718	24,200
	1935	13	29	1,794	201	1,995	73,351	57,960
	1936	12	12	1,052	194	1,246	14,653	12,325
	1937	10	11	702	203	905	15,681	15,699
	1938	5	9	2,657	..	2,657	87,539	87,379
South Australia	1934	1	1	44	..	44	11	17
	1935	3	5	340	..	340	2,463	1,557
	1936	1	1	101	..	101	505	400
	1937	6	15	1,257	52	1,309	3,931	2,464
	1938	2	2	73	52	125	249	223
Western Australia	1934	10	16	3,309	176	3,485	17,792	14,699
	1935	11	29	3,597	6	3,603	71,976	61,901
	1936	19	49	3,408	1,309	4,717	32,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,994	650	3,644	43,768	43,278
Tasmania	1934	1	1	70	4	74	148	91
	1935	4	4	369	6	375	3,718	3,212
	1936	4	7	374	5	379	17,016	14,964
	1937	2	4	2,200	..	2,200	72,175	72,030
	1938	1	1	18	2	20	240	240
Northern Territory	1934	1	1	4	..	4	128	100
	1935	1	1	32	8	40	1,200	900
	1936	3	3	160	13	173	666	708
	1937	1	1	500	..	500	500	400
	1938	..	..	..	..	..	..	..
Aust. Cap. Territory	1934	..	..	..	..	..	..	..
	1935	..	..	..	..	..	..	..
	1936	..	..	..	..	..	..	..
	1937	..	..	..	..	..	..	..
	1938	..	..	..	..	..	..	..
Australia	1934	155	1,061	46,963	3,895	50,858	370,386	317,859
	1935	183	257	44,813	2,509	47,322	495,124	390,596
	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	483	92,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820

Detailed information in regard to the disputes during the years 1934 to 1938 and previous years is given in the Labour Reports issued by this Bureau.

5. Particulars of Principal Disputes in 1938.—(i) *General.* The preceding tables show the number and effect of all disputes for the year 1938 classified according to Industrial Groups. Increases occurred in several of the principal groups during 1938 in respect of workpeople involved, and the number of working days and amount of wages lost. Of the total number of disputes no less than 84 per cent. were in connexion with the coal-mining industry, mostly in New South Wales. Wages lost in this industry in New South Wales were estimated at £768,799, or 59 per cent. of the total estimated loss of wages in Australia, viz., £1,303,820. Brief particulars are given in the following paragraphs of the disputes mainly responsible for losses in working days and wages in 1938.

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

During the year 1938 one dispute of an interstate character occurred. This dispute, which commenced in September, affected the coal-mining industry in New South Wales, Victoria, Queensland and Tasmania, the refusal of the colliery proprietors to accept a log of claims served on behalf of their employees being given as the cause.

The following concessions were demanded :—

- (1) A five-day week of six hours a day without a reduction in pay.
- (2) All workers employed on piecework or contract to be guaranteed a minimum wage.
- (3) The various Governments to introduce a special Compensation Act to cover the coal-mining industry.
- (4) Mine-workers, on reaching the age of 60 years, to receive a pension of £2 per week.
- (5) Employees to be paid for fourteen days' holiday annually.
- (6) Wages to be paid weekly.

A compulsory conference ordered by the Commonwealth Court of Conciliation and Arbitration on 23rd September proved abortive and the dispute was referred into Court. On 4th October the New South Wales Minister for Labour and Industry called a conference in the hope that a basis of settlement could be arrived at, and on the 10th a compulsory conference was summoned by the Queensland State Industrial Court at Brisbane. The last-mentioned conference was adjourned indefinitely, but as a result of the conference called by the New South Wales Minister for Labour and Industry a basis of settlement was unanimously agreed to by representatives of all the unions involved.

The terms of settlement, which were ratified at mass meetings of the employees, were :—

- (1) That the hearing of the commission of inquiry into health and safety in mines shall be concluded as quickly as possible.
- (2) Purely industrial matters to be referred for determination by arbitration.
- (3) That consideration of the most suitable form of pensions commission shall be immediately taken up with the combined unions' representatives in the four States involved.

Work was resumed after a stoppage lasting five weeks and directly affecting approximately 21,000 workpeople.

(iii) *New South Wales*.—Dissatisfaction with the terms of an award made by the State Arbitration Court was the cause of a dispute involving 1,500 members of the Federated Ironworkers Union at Lysaght's Works, Newcastle, in January, 1938. After negotiations to arrange a conference between the parties had failed, a conference presided over by Mr. Justice Cantor was held, but no finality was reached. A suggestion by the Judge that more progress might be made if he discussed the matter separately with each party was agreed to, and after several interviews had been held a satisfactory basis of settlement was reached. After a stoppage of fourteen weeks, work was resumed under award conditions pending an application to the Industrial Court.

In February, 1938, a demand for a 5 per cent. increase on award rates for all shift-workers involved in a dispute moulders employed by the Commonwealth Steel Company at Waratah. At a compulsory conference convened by the Commonwealth Industrial Registrar a proposal that they resume on a daywork basis pending an application to the Court was accepted by the employees and work was resumed after a stoppage of more than thirteen weeks.

A dispute lasting nearly five months and involving sixty-five engineers employed by the Australian Gas Light Company, at Mortlake, occurred in May, 1938. Work ceased after a claim for an increase of five shillings per week on the rates being paid under an industrial agreement had been rejected by the Company. At a compulsory conference convened by the State Arbitration Court, it was suggested that the men should return to work and submit their claims to the Industrial Commission, but the proposal was rejected. Direct negotiations proving abortive a settlement was arrived at through the intervention of a member of the State Government. The industry was not seriously affected by the dispute.

Refusal to load a cargo of pig iron for Japan alleged to be intended for the manufacture of arms for use in war, was given as the cause of a dispute in November, 1938, which lasted for approximately eight weeks and involved members of the Waterside Workers' Union at Port Kembla. After several unsuccessful attempts at settlement by direct negotiation the Commonwealth Government applied the licensing provisions of the Transport Workers' Act to Port Kembla.

This action did not have the desired effect as no applications for licences were received. A conference arranged subsequently between Commonwealth Government officials and Union representatives agreed to the following proposals:—

- (1) Waterside Workers to load the disputed cargo.
- (2) Conditionally upon the unionists accepting the first proposal the licensing provision of the Transport Workers' Act to be withdrawn.
- (3) Arrangements to be made for Trade Unions to submit to the Prime Minister and Attorney-General questions of policy relative to the export of iron from Australia.

The proposals on being submitted to a meeting of unionists were at first rejected, but ultimately work was resumed under conditions agreed to by conference.

(iv) *Victoria*.—The alleged victimization of employees and a demand for a five-day week involved timber workers in a dispute at Hayden Bros.' Saw Mill, Barwon Downs, in April, 1938. An application to the Commonwealth Arbitration Court for the suspension of the Timber Workers' Award was made by the employers but after hearing had commenced the Chief Judge suggested a conference between the parties. This was agreed to and terms of settlement arrived at, work being resumed after a stoppage of about thirteen weeks.

The refusal of a claim for an increase of six shillings per week on all marginal rates, which was included in a log of claims served on the State Electricity Commission by the Amalgamated Engineering Union, was given as the cause of a dispute at Yallourn in June, 1938. A conference was held at which the Commission presented their terms of settlement which included a service grant to employees with four or more years of service; cumulative sick leave up to a maximum of sixteen days; an extra three shillings per week for motor mechanics and double time for work on Sundays and statutory holidays. The proposals were at first rejected by the employees, but later negotiations between the Trades Hall Disputes Committee and the Commission resulted in an agreement being reached after a stoppage of approximately thirteen weeks.

(v) *Western Australia*.—Refusal to reinstate an employee who was dismissed for allegedly doing insufficient work caused a stoppage of work at the Lancefield Gold Mine in March, 1938. A conference was held but no satisfactory result was attained. The dispute was eventually settled through the mediation of a member of the Legislative Council who suggested that the Assistant President of the State Arbitration Court should adjudicate on the question of victimization. This proposal was agreed to by the employees and work was resumed after a stoppage of about eight weeks.

6. Duration of Industrial Disputes, 1938.—The following table gives particulars of industrial disputes during 1938 according to certain adopted limits of duration :—

INDUSTRIAL DISPUTES : DURATION, AUSTRALIA, 1938.

Limits of Duration.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
1 day and less ..	196	68,015	813	68,828	68,828	77,346
2 days and more than 1 day	56	15,928	462	16,390	32,780	33,069
3 days and more than 2 days	38	8,869	793	9,662	28,986	31,233
Over 3 days and less than 1 week (6 days) ..	27	6,469	675	7,144	31,558	33,159
1 week and less than 2 weeks	30	7,826	5,971	13,797	115,605	98,218
2 weeks and less than 4 weeks	11	1,461	101	1,562	23,534	21,256
4 weeks and less than 8 weeks	13	23,376	1,327	24,703	887,172	883,426
8 weeks and over	5	536	1,332	1,868	149,531	126,113
Total	376	132,480	11,474	143,954	1,337,994	1,303,820

7. Causes of Industrial Disputes, 1913 to 1938.—The following table shows the principal causes of the industrial disputes which occurred in 1913 and from 1933 to 1938:—

INDUSTRIAL DISPUTES : CAUSES, AUSTRALIA.

Causes of Dispute.	1913.	1933.	1934.	1935.	1936.	1937.	1938.
	NUMBER.						
1. Wages—							
(a) For increase ..	42	1	10	9	16	28	10
(b) Against decrease ..	4	4	3	5	1	1	2
(c) Other wage questions ..	31	14	31	44	48	77	67
2. Hours of Labour—							
(a) For reduction ..	3				1	2	2
(b) Other disputes re hours ..	7	7	6	2	4	4	1
3. Trades Unionism—							
(a) Against employment of non-unionists ..	8	1	4	4	4	5	5
(b) Other union questions ..	5	3	8	12	16	24	43
4. Employment of particular Classes or Persons ..	44	35	52	53	81	80	106
5. Working Conditions ..	51	9	25	40	43	72	73
6. Sympathetic ..	5		3	1	5	11	4
7. Other Causes ..	8	16	13	13	16	38	63
Total	208	90	155	183	235	342	376

WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase ..	8,633	29	7,210	2,161	2,014	7,678	967
(b) Against decrease ..	563	2,178	2,817	339	40	15	914
(c) Other wage questions ..	7,160	4,336	8,335	11,804	12,930	21,588	21,399
2. Hours of Labour—							
(a) For reduction ..	460				20	429	4,050
(b) Other disputes re hours ..	1,819	2,620	309	1,601	488	1,474	36
3. Trades Unionism—							
(a) Against employment of non-unionists ..	5,370	89	383	581	1,612	3,542	1,659
(b) Other union questions ..	1,418	705	2,184	2,532	4,011	5,889	13,241
4. Employment of particular Classes or Persons ..	11,370	11,803	15,638	11,497	22,978	20,401	30,020
5. Working Conditions ..	10,785	4,503	6,062	11,298	10,985	17,854	40,206
6. Sympathetic ..	947		1,045	22	1,062	3,235	1,260
7. Other Causes ..	1,758	3,850	6,875	5,487	4,447	14,068	30,202
Total	50,283	30,113	50,858	47,322	60,587	96,173	143,954

INDUSTRIAL DISPUTES: CAUSES, AUSTRALIA—*continued.*

Causes of Dispute.	1913.	1933.	1934.	1935.	1936.	1937.	1938.
WORKING DAYS LOST.							
1. Wages—							
(a) For increase	100,069	87	108,277	72,567	33,439	144,372	32,390
(b) Against decrease	9,438	17,431	35,459	1,621	120	30	7,340
(c) Other wage questions	78,183	18,736	40,219	73,020	32,068	107,904	116,468
2. Hours of Labour—							
(a) For reduction	2,774				340	1,897	34,300
(b) Other disputes re hours	15,111	8,895	1,748	48,878	9,577	4,444	900
3. Trades Unionism—							
(a) Against employment of non-unionists	91,002	89	3,263	2,615	7,509	20,750	2,906
(b) Other union questions	32,388	1,421	10,774	11,696	9,616	9,569	80,280
4. Employment of particular Classes or Persons	191,723	31,799	110,166	144,453	266,310	138,428	104,454
5. Working Conditions	73,562	22,865	26,223	64,612	119,475	85,746	744,147
6. Sympathetic	24,066		11,174	44	10,209	11,230	4,440
7. Other Causes	5,212	10,633	23,083	75,618	8,583	32,743	210,369
Total	623,528	111,956	370,386	495,124	497,248	557,111	1,337,994

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the years 1913 to 1925 with the exception of 1922, the number of dislocations concerning wages exceeded those caused by any other question, and varied between a minimum proportion of 26 per cent. in 1922 and a maximum of 45 per cent. in 1916. Since 1929 the number of disputes concerning "Wages" has averaged 28 per cent. of the total number for each year. The majority of the dislocations of work classified under the heading, "Employment of Particular Classes or Persons," are stoppages for the purpose of protesting against the dismissal of certain employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry, and has been the principal cause of industrial disturbance in recent years. The number of disputes over "Trade Union" questions has represented a fairly uniform proportion of the total number of disputes during the years under review, while stoppages of work concerning "Hours of Labour" increased during 1926 and 1927, but have been relatively unimportant during recent years.

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

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS: AUSTRALIA.

Year.	Number.				Workpeople Involved.				Working Days Lost.			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1933..	17	58	13	1	4,778	20,697	4,361	213	12,301	84,697	14,468	426
1934..	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059
1935..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,666	62,007	10,194
1936..	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110
1937..	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,744	37,395
1938 ^a	94	229	18	34	24,953	75,100	6,037	36,201	90,375	149,050	45,205	1,022,521

(a) See next paragraph.

The following particulars of a dispute, which was incomplete at 31st December, 1938, should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	Number.	Establishments Involved.	Workpeople.	Working Days Lost.
New South Wales	1	1	1,663	29,934

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

INDUSTRIAL DISPUTES : METHODS OF SETTLEMENT, AUSTRALIA.

Methods of Settlement.	1913.	1933.	1934.	1935.	1936.	1937.	1938.(a)
NUMBER.							
Negotiation—							
Direct between employers and employees or their representatives	119	64	84	130	174	265	245
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	1	2	3	16	9	17
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	19	3	10	7	3	6	3
By reference to Board or Court ..	22	3	9	6	6	4	9
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	4	2	5	5	2	2	9
By filling places of workpeople on strike or locked out ..	13	2	2	8	4	5	..
By closing-down establishment permanently ..	1	3	2	4	..	1	..
By other methods ..	13	11	40	18	30	48	92
Total	208	89	154	181	235	340	(a) 375

WORKPEOPLE INVOLVED.

Negotiation—							
Direct between employers and employees or their representatives	23,357	19,703	25,469	30,360	44,251	72,430	70,481
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	1,100	891	285	5,061	2,764	4,845
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	6,505	1,290	4,559	3,867	291	1,804	1,844
By reference to Board or Court ..	12,774	1,390	1,666	1,145	1,746	428	5,519
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	659	1,096	4,335	2,017	339	480	21,289
By filling places of workpeople on strike or locked out ..	658	986	138	3,670	141	825	..
By closing-down establishment permanently ..	170	1,271	444	108	..	86	..
By other methods ..	2,988	3,213	13,092	5,436	8,758	16,773	38,313
Total	50,283	30,049	50,594	47,188	60,587	95,590 (a)	142,291

WORKING DAYS LOST.

Negotiation—							
Direct between employers and employees or their representatives	94,400	54,774	182,260	192,903	234,373	396,410	203,175
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	6,600	20,019	3,211	202,949	18,517	64,220
Under State Industrial Act—							
By intervention, assistance, or compulsory conference ..	187,871	3,510	58,801	117,762	3,047	48,769	11,296
By reference to Board or Court ..	221,769	6,330	10,474	16,961	24,503	7,354	326,881
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	2,105	15,437	46,814	24,601	7,152	4,120	629,075
By filling places of workpeople on strike or locked out ..	14,139	10,543	138	74,873	2,581	12,571	..
By closing-down establishment permanently ..	20,400	8,627	4,486	7,546	..	172	..
By other methods ..	56,509	6,071	41,322	48,943	22,643	31,162	72,913
Total	623,528	111,892	364,314	486,800	497,248	519,075 (a)	1,308,060

(a) See previous paragraph.

The majority of disputes are settled by direct negotiations between employers and employees, the proportion so settled since 1913 ranging between 43 per cent. in 1925 and 75 per cent. in 1930. Of the 375 disputes settled during 1938, 245 or 65 per cent. were settled by this method. The proportion of dislocations settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts has varied considerably during the period under review, ranging from 3 per cent. in 1915 to 22 per cent. in 1913. The proportion in 1938 was 6 per cent. In connexion with the comparatively large number of disputes which are classified as having been settled "By other methods," many stoppages of work occur each year, principally at collieries, but the cause of such stoppages is not officially known to the employers or their representatives. Such stoppages usually last for one day, and work is resumed without negotiations for a settlement of the trouble.

§ 2. Fluctuations in Employment.

1. **General.**—The particulars given in the following tables are based upon information furnished by the secretaries of trade unions. The membership of the unions regularly reporting exceeds 460,000. Unemployment returns are not collected from unions the members of which are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few of the unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are closely in touch with the members and with the state of trade within their particular industries. In many cases unemployment registers are kept, and provision is made in the rules for payment of reduced subscriptions by members out of work. In view of these facts, and of the large membership of the unions from which quarterly returns are received, the percentages of unemployment derived from Trade Union returns may be regarded as of value by virtue of the indication they give of the relative intensity of unemployment from time to time. Seasonal fluctuations in unemployment have been provided for by collecting returns quarterly since the 1st January, 1913, the yearly figures quoted representing the average of the four quarters.

2. **Unemployment.**—(i) *States.* In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States.

UNEMPLOYMENT, 1938.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	112	197,192	19,477	9.9
Victoria	79	124,184	10,718	8.6
Queensland	45	64,793	4,181	6.4
South Australia	56	37,588	3,126	8.3
Western Australia	64	32,678	1,851	5.7
Tasmania	34	9,890	785	7.9
Australia	390	466,325	40,138	8.7

(ii) *Summary for Australia.* The following table gives a summary for Australia for the last five years and quarterly for the years, 1935 to 1938. Particulars of unemployment percentages in 1939 will be found in the Appendix :—

UNEMPLOYMENT : AUSTRALIA.

Period.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1934 Year	394	424,935	86,865	20.5
1935 "	396	435,938	71,823	16.5
1936 "	392	441,311	53,992	12.2
1937 "	387	449,588	41,823	9.3
1938 "	390	466,325	40,138	8.7
1935 March Quarter	396	433,116	80,548	18.6
June "	397	433,254	77,177	17.8
September "	395	438,216	69,575	15.9
December "	395	439,165	59,992	13.7
1936 March "	395	445,294	59,621	13.4
June "	394	446,564	57,001	12.8
September "	390	436,139	52,482	12.0
December "	390	437,246	46,863	10.7
1937 March "	388	443,446	44,004	9.9
June "	387	447,714	43,584	9.7
September "	387	451,584	42,145	9.3
December "	387	455,608	37,558	8.2
1938 March "	386	462,258	36,751	8.0
June "	386	463,748	39,464	8.6
September "	394	468,174	42,672	9.2
December "	395	471,121	41,667	8.9

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.

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

(iii) *Percentages in States.* The following table gives the percentages in each State from 1934 to 1938 :—

UNEMPLOYMENT : PERCENTAGES.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania. (a)	Australia.
	%	%	%	%	%	%	%
1934 Year	24.7	17.4	11.7	25.6	17.8	17.4	20.5
1935 "	20.6	14.0	8.7	17.6	13.4	13.2	16.5
1936 "	15.4	10.7	7.8	10.8	8.1	9.8	12.2
1937 "	10.9	9.0	7.3	8.2	5.6	7.0	9.3
1938 "	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1936 March Quarter	17.2	10.8	8.5	12.2	10.3	10.8	13.4
June "	16.2	10.6	8.5	11.0	9.2	9.4	12.8
Sept. "	14.8	11.7	7.2	10.0	7.4	9.8	12.0
Dec. "	13.3	9.7	7.2	9.9	5.6	9.1	10.7
1937 March "	11.8	9.5	7.7	9.5	5.4	7.8	9.9
June "	11.4	9.6	7.6	8.3	5.6	6.9	9.7
Sept. "	10.5	9.5	7.2	8.4	6.6	7.2	9.3
Dec. "	10.1	7.3	6.6	6.5	5.0	7.1	8.2
1938 March "	9.6	7.3	6.6	6.9	4.8	5.7	8.0
June "	9.8	8.5	7.2	7.5	5.3	7.2	8.5
Sept. "	10.0	9.7	6.3	10.0	6.1	8.5	9.1
Dec. "	10.1	9.0	5.7	8.8	6.5	10.2	8.8

(a) Revised Series. These percentages, which for years prior to 1938 replace those published in Year Book No. 31, are based on the returns of reporting unions after excluding certain females from Class III. (food, drink, &c.). The females excluded, although substantially all employed from January to March are for the rest of the year not "unemployed" in the sense that they are seeking jobs unsuccessfully in their own industry. They are either employed in other occupations (e.g., paid domestic service) or are engaged in home duties.

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

UNEMPLOYMENT IN INDUSTRIAL GROUPS: AUSTRALIA, 1938.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. . .	16	18,452	1,808	9.9
II. Engineering, Metal Works, etc. . .	62	84,097	3,873	4.6
III. Food, Drink, Tobacco, etc. . .	54	39,784	6,738	17.0
IV. Clothing, Hats, Boots, etc. . .	21	42,221	5,145	12.4
V. Books, Printing, etc. . .	12	21,241	792	3.7
VI. Other Manufacturing . . .	63	48,944	4,939	10.1
VII. Building . . .	47	52,413	4,077	7.9
VIII. Mining, Quarrying, etc. . .	20	26,312	3,292	12.5
X. Land Transport other than Rail- way and Tramway Services . .	12	18,743	1,751	9.2
IX., XI., XII., XIII., and XIV. Other and Miscellaneous . .	83	114,118	7,723	6.7
All Groups	390	466,325	40,138	8.7

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

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

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

Up to June, 1938, the index is based on the results of annual factory censuses, and actual mid-monthly factory employment of all persons is published in the *Production Bulletin* issued by the Bureau. For the year 1938-39 the index is based on returns from selected representative factories, and is issued subject to subsequent revision. Index-numbers for later months, estimated in the same way, may be obtained from the *Monthly*

Review of Business Statistics and quarterly press notices on employment issued by the Bureau. The number of these "sample" factories and their employees as a percentage of all factory employees in the year 1937-38 are shown at the foot of the table.

For the last three columns of the table the Australian index of employment has been divided by an index of employee population in order to compare the change in employment in factories with the change in the number of persons seeking employment generally. The indexes of employee population are based on the numbers of males and females aged 16 to 64 inclusive. These are found by applying vital and migration statistics to the numbers of males and females at varying ages at the Census date. The total index is obtained by taking a mean of the individual indexes weighted by the numbers of males and females in the employee group (wage and salary earners, unemployed, apprentices, and helpers) at the census of June, 1933. This gives males about three times the weight of females. Between 1928-29 and 1937-38 employee population as estimated in this way increased: males, 11.0 per cent.; females, 13.2 per cent.; total, 11.6 per cent. The increase of population of all ages over the same period was: males, 7.0 per cent.; females, 9.2 per cent.; total, 8.1 per cent. The difference is due to the fact that the average age of the Australian population is increasing.

The index of total factory employment, divided by the index of employee population fluctuated between 100 and 105 from 1926-27 to 1928-29 (the base year). It fell to 71 in 1931-32, the peak year of the depression, and then rose steadily each year thereafter to 111 in 1937-38. It receded to 109 in 1938-39. The relative employment in factories was considerably higher in 1938-39 than it was in pre-depression years.

There have been changes in the distribution of factory employment. Thus female factory employment began to increase in 1931-32, a year sooner than male employment, and between 1928-29 and 1936-37 it had increased by 4 per cent. more than male employment, after allowing for the growth of employee population. The figures for 1937-38 show that this difference was reduced to 2 per cent. during that period and the returns from the "sample" factories indicate that this margin was maintained in 1938-39. During 1938-39 total employment in Western Australia, South Australia and Queensland in that order fell below the average Australian level, while in Tasmania it rose considerably above the average.

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

The 21 per cent. increase in retail employment between July, 1933, and June, 1939, after correcting for growth of employee population, may be compared with the increase of 37 per cent. in the corresponding index of factory employment over the same period. However, unemployment in the census class "Manufacturing" was 22.1 per cent. compared with 15.9 per cent., quoted above, for "Commerce". In either case the increase in employment has been more than sufficient to absorb those returned as unemployed and working part-time at the census as well as the proportion of the normal growth of employee population ordinarily seeking employment in these classes.

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

The Queensland Index is published by the Queensland Bureau of Industry and fuller details may be found in the *Queensland Year Book*. It refers to adult male wage and salary earners and is based on the receipts of the unemployment insurance fund. Normal seasonal variation does not appear in the Index.

The Tasmanian measure of employment is published by this Bureau and is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment. It gives the best measure available of the course of total employment in Tasmania.

The New South Wales and Tasmanian measures give an almost complete record of employment, and are the most accurate available in Australia. In the New South Wales and Queensland indexes, however, allowance for relief workers presents a difficult problem. It is impossible to separate entirely "normal" loan works and relief works. Thus for the purposes of these indexes "relief workers" mean "part-time relief workers" in the case of New South Wales, and "intermittent relief workers" in the case of Queensland.

INDEX OF EMPLOYMENT IN FACTORIES.

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

Period.	New South Wales.			Victoria.			Queensland.			South Australia.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
Number of Em- ployees (a) ..	129.5	44.6	174.1	98.1	51.2	149.3	35.6	7.8	43.4	29.0	6.4	35.4
1928-29 ..	100	100	100	100	100	100	100	100	100	100	100	100
1929-30 ..	90	91	90	96	98	96	95	94	94	87	89	87
1930-31 ..	68	75	70	78	83	80	83	85	84	63	71	64
1931-32 ..	66	79	69	77	90	81	78	84	79	61	76	64
1932-33 ..	73	86	76	87	101	92	80	92	82	68	84	71
1933-34 ..	82	94	85	96	107	100	86	99	88	77	89	80
1934-35 ..	93	107	97	106	113	108	92	105	94	89	97	91
1935-36 ..	104	116	107	117	119	117	97	110	99	104	110	105
1936-37 ..	112	125	115	123	121	123	103	116	106	110	113	111
1937-38 ..	121	134	124	131	126	130	112	123	114	120	121	121
1938-39(b) ..	(c)	(c)	125	127	121	125	115	125	117	115	120	116
1938—												
January ..	121	128	123	130	119	126	100	115	103	122	120	121
February ..	122	135	125	134	130	133	107	124	110	124	126	124
March ..	123	138	127	136	133	135	111	125	113	124	130	125
April ..	122	137	126	135	130	134	111	122	113	125	129	125
May ..	125	137	127	134	127	132	113	123	115	121	124	122
June ..	124	136	127	132	125	130	115	124	117	117	119	117
July (b) ..			126	128	121	125	115	118	115	112	109	111
August ..			126	126	125	126	120	121	120	109	116	110
September ..			126	127	125	126	122	124	122	113	120	114
October ..			126	128	123	126	119	130	121	114	122	115
November ..			126	129	122	127	118	128	120	116	122	117
December ..			126	128	117	124	119	127	121	115	120	116
1939—		(c)										
January ..			121	125	106	119	107	122	109	119	123	120
February ..			123	126	119	124	109	127	112	121	123	121
March ..			125	127	124	126	111	130	114	121	128	122
April ..			124	127	128	127	111	125	114	118	120	118
May ..			123	129	120	126	116	127	118	115	118	116
June ..			123	125	119	123	115	125	117	111	122	113
Number of Factories in Sample ..		1,901			100			150			147	
Percentage of Employees (d) in Sample in 1937-38 ..		86			21			46			62	

For footnotes see next page.

INDEX OF EMPLOYMENT IN FACTORIES—*continued.*

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

Period.	Western Australia.			Tasmania.			Australia.			Australia divided by Index of Employee Population.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
Number of Employees ('000)(a)	16.0	3.8	19.8	7.7	2.3	10.0	315.9	116.1	432.0	..	..	..
1928-29 ..	100	100	100	100	100	100	100	100	100	100	100	100
1929-30 ..	94	98	94	105	99	104	92	95	93	91	93	92
1930-31 ..	68	76	69	85	83	84	73	79	75	71	76	72
1931-32 ..	61	75	63	84	87	85	70	84	74	68	80	71
1932-33 ..	68	81	70	86	90	87	78	93	82	74	87	77
1933-34 ..	75	85	77	93	89	92	86	99	90	81	92	84
1934-35 ..	83	92	85	101	97	100	96	108	100	89	99	92
1935-36 ..	99	106	100	112	103	110	107	116	109	98	105	100
1936-37 ..	107	113	108	122	103	118	114	121	116	104	108	105
1937-38 ..	110	116	111	130	108	125	123	128	124	111	113	111
1938-39(b)	108	117	110	132	113	128	122	121	123	108	110	109
1938—												
January ..	110	115	111	135	114	130	122	122	122	109	108	109
February ..	111	118	112	137	116	132	124	131	126	111	115	112
March ..	113	117	114	137	120	133	126	133	128	113	117	114
April ..	112	118	113	134	111	129	125	132	127	112	116	113
May ..	111	117	112	133	112	128	125	130	126	112	114	113
June ..	110	116	111	130	111	125	124	128	125	111	113	112
July (b) ..	107	111	107	128	112	124	122	124	122	109	109	109
August ..	106	114	108	129	113	121	121	128	123	109	112	110
September ..	106	114	107	127	107	122	122	128	124	109	112	110
October ..	108	118	110	130	105	124	123	128	124	110	112	110
November ..	110	119	112	131	101	124	123	127	124	110	111	110
December ..	112	120	113	131	104	125	124	124	124	110	108	110
1939—												
January ..	106	112	107	137	118	133	120	115	118	107	100	105
February ..	107	118	109	140	131	138	121	125	122	108	109	108
March ..	110	119	112	138	120	134	121	129	123	108	112	109
April ..	108	118	110	137	126	134	120	131	123	107	114	109
May ..	108	120	110	131	114	129	122	125	123	108	100	108
June ..	107	119	109	129	108	124	120	125	121	106	108	107
Number of Factories in Sample ..		92			49		2,439			2,439		
Percentage of Employees (d) in Sample in 1937-38 ..		32			56		54			54		

(a) Number of employees in the base year, 1928-29, exclusive of working proprietors and those engaged solely on the delivery and sale of goods. (b) For 1938-39 indexes are based on sample returns, and will be revised. The indexes of total employment are based on total employment in sample factories. The male and female indexes are based on separate returns for males and females in 5 States (excluding New South Wales) adjusted so that the total of males and females agrees with the estimate of total employment. (c) Not available. (d) The samples vary in quality, so these percentages are intended to give only a very rough idea of the relative accuracy of the estimates. Tasmania and South Australia have proved less, and Victoria more, accurate than the relative size of the samples would suggest.

INDEX OF EMPLOYMENT IN RETAIL STORES.

(Base: July, 1933 = 100.)

Month.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.	Australian Index divided by Index of Employee Population.
1933—July ..	100	100	100	100	100	100	100	100
1933—34 ..	103	107	101	102	99	106	104	103
1934—35 ..	111	118	106	108	105	108	112	110
1935—36 ..	118	130	109	114	110	112	119	116
1936—37 ..	124	137	111	115	115	119	125	120
1937—38 ..	130	141	112	115	116	118	128	122
1938—39 ..	132	142	114	114	116	133	130	123
1937—								
July ..	129	137	110	115	115	124	127	121
August ..	126	133	110	112	113	121	124	118
September ..	126	135	110	117	113	123	125	119
October ..	127	140	110	113	114	123	127	121
November ..	129	143	110	115	116	125	129	123
December ..	144	161	123	129	126	138	144	137
1938—								
January ..	128	144	111	115	122	126	129	123
February ..	131	139	111	112	116	124	128	122
March ..	128	140	110	112	115	123	127	121
April ..	129	140	112	113	117	125	128	121
May ..	129	141	112	114	115	126	128	122
June ..	131	142	113	114	114	126	129	122
Average 1937—38	130	141	112	115	116	118	128	122
1938—								
July ..	134	139	111	114	120	130	129	123
August ..	129	135	111	112	113	127	126	119
September ..	128	137	111	118	114	127	127	120
October ..	129	142	110	113	115	128	128	121
November ..	132	146	115	116	116	130	131	124
December ..	148	165	127	124	131	146	147	139
1939—								
January ..	129	142	113	111	120	137	129	121
February ..	134	141	113	112	113	131	130	122
March ..	129	139	113	111	113	132	127	120
April ..	129	139	112	111	113	133	127	120
May ..	131	141	114	111	113	134	129	121
June (a) ..	130	142	118	113	113	138	130	121
Average 1938—39	132	142	114	114	116	133	130	123
Number of Establishments now furnishing Returns ..	599	102	120	35	69	14	939	..

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

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

Period.	Percentage of all who are dependent on and available for employment.			
	Including as employed the full-time equivalent of part-time relief workers.		Including all part-time relief workers as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1933-June (Census) ..	74.4	25.6	73.5	26.5
1933-34	77.9	22.1	75.9	24.1
1934-35	83.8	16.2	81.2	18.8
1935-36	88.6	11.4	86.1	13.9
1936-37	91.5	8.5	90.0	10.0
1937-38	95.7	4.3	94.5	5.5
1938-39	94.9	5.1	93.8	6.2
1938-June	96.1	3.9	95.1	4.9
1939—				
January	93.0	7.0	91.9	8.1
February	94.4	5.6	93.3	6.7
March	94.2	5.8	93.2	6.8
April	94.6	5.4	93.5	6.5
May	94.3	5.7	93.3	6.7
June	93.7	6.3	92.6	7.4

The indexes were revised in November, 1937. In estimating the increase in the number of persons dependent on employment allowance is now made for (a) increase in the proportion of females who are wage-earners, and (b) youths who were without occupation but were not recorded in the wage-earning group at the Census of 1933. Adjustment for seasonal variations in employment is not made.

At the Census of 30th June, 1933, 15,142 persons dependent on employment returned themselves as unemployed by reason of illness, accident, etc., or "voluntarily". This number, representing 1.8 per cent. of all persons dependent on employment, is excluded from the above indexes, which relate to percentages of available wage-earners employed and unemployed. The approximate number of persons in private employment was 478,000 in June, 1933; 519,000 in June, 1934; 567,000 in June, 1935; 614,000 in June, 1936; 653,000 in June, 1937; 689,000 in June, 1938; and 679,000 in June, 1939.

**EMPLOYMENT AND UNEMPLOYMENT AMONG MEN WAGE AND SALARY
EARNERS : QUEENSLAND**

Period.	Including as employed the full-time equivalent of "intermittent relief workers."		Including "intermittent relief workers" as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1929	89.9	10.1	89.9	10.1
1930	86.4	13.6	85.6	14.4
1931	77.2	22.8	74.3	25.7
1932	77.8	22.2	72.9	27.1
1933	79.8	20.2	73.9	26.1
1934	84.9	15.1	80.1	19.9
1935	89.0	11.0	84.4	15.6
1936	92.3	7.7	87.4	12.6
1937	94.0	6.0	90.3	9.7
1938	95.4	4.6	92.4	7.6
3 months ended—				
1938—				
March	95.4	4.6	91.7	8.3
June	95.4	4.6	91.8	8.2
September	96.0	4.0	92.8	7.2
December	94.8	5.2	94.0	6.0
1939—				
January	95.2	4.8	94.6	5.4
February	95.3	4.7	94.7	5.3
March	95.5	4.5	95.1	4.9
April	95.7	4.3	95.4	4.6
May	95.8	4.2	95.5	4.5
June	96.0	4.0	95.7	4.3

The table above is in terms of full-time employment and unemployment. Normal seasonal variation is excluded. Allowance has been made for an estimated annual increase of 1.5 per cent. in the number of men dependent on employment. In terms of full-time employment the approximate number of men in employment in 1938, excluding relief workers, was 174,226.

EMPLOYMENT : TASMANIA.

Period.	Private Industry.			Public Authorities.			Total Employment— Public and Private.		
	M.	F.	Total.	M.	F.	Total.	M.	F.	Total.
1936-37 ..	30,858	9,522	40,380	10,798	1,763	12,561	41,656	11,285	52,941
1937-38 ..	34,001	10,685	44,686	10,581	1,825	12,406	44,582	12,510	57,092
1938-39 ..	36,105	11,250	47,355	10,486	1,877	12,363	46,591	13,127	59,718
1937-38—									
September ..	32,908	9,900	42,808	10,548	1,835	12,383	43,456	11,735	55,191
October ..	33,182	9,873	43,055	10,337	1,846	12,183	43,519	11,719	55,238
November ..	34,291	10,457	44,748	10,328	1,845	12,173	44,619	12,302	56,921
December ..	35,029	11,068	46,097	10,775	1,831	12,606	45,804	12,899	58,702
January ..	34,386	11,238	45,624	10,592	1,722	12,314	44,978	12,960	57,938
February ..	34,238	10,971	45,209	10,538	1,773	12,313	44,776	12,746	57,522
March ..	36,017	11,940	47,957	10,702	1,831	12,533	46,719	13,771	60,490
April ..	35,619	11,255	46,874	10,546	1,841	12,387	46,105	13,096	59,261
May ..	34,045	10,919	45,564	10,807	1,863	12,670	45,452	12,782	58,234
June ..	32,967	10,675	43,642	10,651	1,866	12,517	43,618	12,541	56,159
1938-39—									
July ..	33,553	10,618	44,171	10,591	1,873	12,464	44,144	12,491	56,635
August ..	33,753	10,700	44,453	10,667	1,863	12,530	44,420	12,563	56,983
September ..	33,751	10,793	44,544	10,593	1,875	12,468	44,344	12,668	57,012
October ..	34,749	10,334	45,083	10,701	1,879	12,580	45,450	12,213	57,663
November ..	36,454	10,943	47,397	10,561	1,879	12,440	47,015	12,822	59,837
December ..	37,347	11,607	48,954	10,728	1,843	12,571	48,075	13,540	61,525
January ..	36,543	11,953	48,496	10,249	1,787	12,036	46,792	13,740	60,532
February ..	37,324	12,069	49,393	10,624	1,893	12,517	47,948	13,962	61,910
March ..	40,016	12,180	52,196	10,637	1,903	12,540	50,653	14,083	64,736
April ..	37,299	11,538	48,837	10,167	1,895	12,062	47,466	13,433	60,899
May ..	37,329	11,214	48,543	10,111	1,911	12,022	47,440	13,125	60,565
June ..	35,139	11,046	46,185	10,208	1,925	12,133	45,347	12,971	58,318

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

For each month of 1937-38 the figures in the table may be regarded as providing a virtually complete record of total employment based on final collected figures. They are a combination of monthly figures received currently and annually, covering both private and public employment. They are deficient only to the inappreciable extent that some relief and other intermittent workers and domestic workers in private homes are not covered by the monthly returns. On the other hand, to the extent that they embrace the majority of workers subject to intermittent employment over the whole year, they reflect fully the seasonal and all other influences upon employment in Tasmania.

For the months since June, 1938, the figures are estimates based upon the current monthly movements of all public authority employment and of about 44 per cent. of total private employment. For a given month the figure of total private employment of the corresponding month of the previous year is changed in the ratio of the change of the current figure of private employment. The indication of the position for all employment in Tasmania given by this technical procedure must be read in the light of other indications of current change.

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

Special grants to the States were made by the Commonwealth Government, while special legislation relating to the relief of unemployment was enacted in practically all the States. In New South Wales, Victoria and Queensland, the Acts provided for special

taxation for the purpose of creating funds for relief works and sustenance for the unemployed. The funds necessary for the relief of unemployment in South Australia, Western Australia and Tasmania were provided from Revenue.

Further references to the special legislation relating to unemployment, rates of tax and sustenance payments will be found in *Labour Reports*, Nos. 22 to 29.

§ 3. Apprenticeship.

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

E.—ASSOCIATIONS.

§ 1. Labour Organizations.

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

(ii) *Under Industrial Arbitration Acts.* Information with regard to registrations of employers' associations and trade unions under the various State Industrial Arbitration Acts will be found in previous issues of the Year Book. The latest information available as to registrations is as follows:—New South Wales, 181 industrial unions of employers and 159 industrial unions of employees, the membership not being available in either case; Queensland, 15 industrial unions of employers with approximately 15,000 members, and 79 industrial unions of employees with approximately 175,000 members; South Australia, 32 organizations of employees with 26,342 members; Western Australia, 31 organizations of employers with 1,180 members, and 134 organizations of employees with 54,782 members. There is no provision in the South Australian Industrial Acts for the registration of organizations of employers, and in Victoria and Tasmania, where Wages Board systems of wage fixation are in operation, organizations of employers and employees are not required to register. Registration under Commonwealth legislation began in 1906. In that and the four years following, there was but one union of employers; another was registered in 1911. The unions of employees registered were 20 in 1906, with 41,413 members. On 31st December, 1938, there were 30 registered organizations of employers and 143 registered organizations of employees, with a total estimated membership for the latter of 708,000.

2. **Particulars regarding Trade Unions.**—(i) *Types.* The trade unions in Australia are very diverse in character, and range from the small independent association to the large interstate organization, which, in its turn, may be merely a branch of a British or International union. Broadly speaking, there are four distinct classes of labour organizations:—(i) the local independent; (ii) the State; (iii) the interstate; and

(iv) the Australasian or International; but a number of variations occur from each of these classes. The leading characteristics of each of these types were briefly outlined in *Labour Report No. 2* (pp. 7 to 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 1938:—

TRADE UNIONS : BRANCHES AND MEMBERS, 1938.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales	194	573	346,837
Victoria	147	400	215,021
Queensland	111	314	169,569
South Australia	114	179	62,404
Western Australia	136	183	67,932
Tasmania	78	58	21,051
Northern Territory	6	..	806
Australian Capital Territory ..	15	1	1,538
Total	801	1,708	885,158
Australia (a)	366(a)	2,143(b)	885,158

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

(b) See remarks below.

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, exclusive of branches therein, and each union is counted once only. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organization. In taking the total number of separate unions in Australia (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line, allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches" in the third column—last line. The scheme of organization of these interstate or federated unions varies greatly in character, and the number of separate Commonwealth unions does not, therefore, fairly represent the number of practically independent organizations in Australia. In some of these unions the State organizations are bound together under a system of unification and centralized control while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. There are, therefore, 366 distinct organizations and interstate groups of organizations in Australia, having 2,143 State branches and sub-branches, and a total of 885,158 members.

(iii) *Classification in Industrial Groups.* The following table shows the number of unions and members thereof in Australia at the end of each of the last five years. The number of unions specified refers to the number of different unions represented in each

State and, while interstate or federated unions are counted once in each State in which they are represented, sub-branches within a State are not counted :—

TRADE UNIONS : INDUSTRIAL GROUPS, AUSTRALIA.

Industrial Groups.	1934.	1935.	1936.	1937.	1938.
NUMBER OF UNIONS.					
Manufacturing—	(a)	(a)	(a)	(a)	(a)
I. Wood, Furniture, etc.	17 (4)	17 (4)	17 (4)	17 (4)	17 (4)
II. Engineering, Metal Works, etc.	63 (22)	61 (21)	63 (21)	63 (22)	63 (22)
III. Food, Drink, Tobacco, etc.	62 (32)	63 (32)	69 (33)	70 (35)	70 (34)
IV. Clothing, Hats, Boots, etc.	24 (11)	24 (11)	24 (11)	24 (11)	26 (12)
V. Books, Printing, etc.	15 (9)	15 (9)	14 (8)	14 (7)	14 (8)
VI. Other Manufacturing	76 (36)	73 (34)	73 (35)	73 (36)	73 (36)
VII. Building	51 (28)	49 (26)	49 (27)	49 (27)	49 (28)
VIII. Mining, Quarrying, etc.	17 (14)	16 (13)	16 (13)	15 (12)	15 (12)
IX. Railway and Tramway Services	51 (29)	52 (30)	50 (29)	50 (28)	50 (27)
X. Other Land Transport	10 (4)	10 (4)	11 (4)	12 (5)	13 (6)
XI. Shipping, etc.	55 (22)	55 (22)	55 (21)	55 (21)	55 (20)
XII. Pastoral, Agricultural, etc.	10 (6)	10 (7)	11 (7)	9 (8)	9 (6)
XIII. Domestic, Hotels, etc.	20 (15)	19 (14)	20 (15)	20 (15)	20 (16)
XIV. Miscellaneous—					
(i) Banking, Insurance and Clerical	30 (19)	32 (19)	32 (16)	32 (16)	32 (16)
(ii) Public Service	145 (45)	148 (47)	148 (48)	148 (47)	148 (50)
(iii) Retail and Wholesale	8 (7)	8 (8)	8 (8)	8 (8)	8 (8)
(iv) Municipal, Sewerage and Labouring	13 (11)	16 (11)	16 (11)	16 (11)	16 (12)
(v) Other Miscellaneous	108 (41)	108 (42)	108 (45)	108 (45)	123 (49)
Total	775 (355) ^a	776 (354) ^a	784 (356) ^a	783 (358) ^a	801 (366) ^a

NUMBER OF MEMBERS.

Manufacturing—					
I. Wood, Furniture, etc.	25,886	27,079	25,365	27,465	27,831
II. Engineering, Metal Works, etc.	73,363	76,070	79,047	83,993	94,228
III. Food, Drink, Tobacco, etc.	65,663	68,292	72,120	76,702	75,753
IV. Clothing, Hats, Boots, etc.	56,484	59,484	62,269	66,323	66,427
V. Books, Printing, etc.	18,285	18,808	19,425	20,461	21,661
VI. Other Manufacturing	43,720	44,388	46,832	49,323	48,410
VII. Building	53,140	51,034	56,727	59,484	47,953
VIII. Mining, Quarrying, etc.	36,560	36,636	40,184	44,912	43,429
IX. Railway and Tramway Services	91,035	97,443	94,944	97,435	104,523
X. Other Land Transport	13,566	10,539	10,287	15,829	18,969
XI. Shipping, etc.	29,363	26,388	27,346	27,611	28,780
XII. Pastoral, Agricultural, etc.	22,599	28,782	31,869	34,624	38,424
XIII. Domestic, Hotels, etc.	19,585	19,043	16,091	15,933	12,835
XIV. Miscellaneous :—					
(i) Banking, Insurance and Clerical	33,947	34,405	35,315	36,044	37,639
(ii) Public Service	77,365	82,776	83,484	84,716	86,797
(iii) Retail and Wholesale	29,009	32,619	32,178	33,055	34,140
(iv) Municipal, Sewerage and Labouring	32,482	38,926	39,603	40,948	45,126
(v) Other Miscellaneous	40,515	38,118	41,723	41,425	52,233
Total	762,567	790,830	814,809	856,283	885,158

(a) Allowing for interstate duplication.

(iv) *Trade Unions: Numbers of Male and Female Members and Percentages to total Employees, Australia.* The estimated numbers of male and female wage and salary earners (including unemployed) aged 20 years and over have been obtained by increasing the numbers of such persons enumerated at the 1933 Census in ratio to the annual increases

in males and females aged 20 to 64 years. Similarly, for wage and salary earners (including unemployed) under 20 years the numbers of such persons at the 1933 Census have been increased in ratio to the annual increases in males and females 15 to 19 years. Further, allowance has been made for (a) increase in the proportion of females who are wage and salary earners and (b) youths who were without occupation but were not recorded in the wage-earning group at the 1933 Census.

The following table shows separately for males and females (a) the number of members of trade unions; (b) the estimated number of wage and salary earners of each sex 20 years of age and over in all professions, trades and occupations; and (c) the percentage of the former (a) on the latter (b) at the end of each year, 1934 to 1938. The estimated number of wage and salary earners includes all persons 20 years of age and over in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover the age at which persons are eligible for membership varies in different unions. The census results are classified in quinquennial age groups, and age 20 years is taken as approximating to the age of admission to membership. A line has also been added showing the estimated numbers of "junior" workers under 20 years of age. The figures for years prior to 1938 previously published in the Year Book have been revised:—

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

Particulars.	1934.	1935.	1936.	1937.	1938.
MALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,413,002	1,432,905	1,453,456	1,473,323	1,493,647
No. of Members of Unions ..	641,370	662,447	685,795	720,587	748,749
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	45.4	46.2	47.2	48.9	50.1
Junior Wage and Salary Earners (under 20)	224,615	223,613	225,197	227,776	231,536
FEMALES.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	378,149	386,897	395,083	404,340	415,789
No. of Members of Unions ..	121,197	128,383	129,014	135,696	136,409
Percentage of Members on Estimated Number of Wage and Salary Earners ..	32.1	33.2	32.7	33.6	32.8
Junior Wage and Salary Earners (under 20)	142,673	141,488	142,341	144,107	145,674
TOTAL.					
Estimated No. of Adult Wage and Salary Earners (20 years of age and over) ..	1,791,151	1,819,802	1,848,539	1,877,663	1,909,436
No. of Members of Unions ..	762,567	790,830	814,809	856,283	885,158
Percentage of Members on Estimated Number of Adult Wage and Salary Earners ..	42.6	43.5	44.1	45.6	46.4
Junior Wage and Salary Earners (under 20)	367,288	365,101	367,538	371,883	377,210

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1938 :—

INTERSTATE OR FEDERATED UNIONS : AUSTRALIA, 1938.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	16	12	19	23	43	113
Number of Members ..	27,713	20,279	140,214	190,700	352,405	731,311

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

It appears, therefore, that 113 out of the 366 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 113 unions was 731,311 or 83 per cent. of the membership of all unions.

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

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

The objective of the Council is the socialization of industry, i.e., production and exchange. The methods to be adopted are :—(a) The closer organization of the workers by the transformation of the Australasian Trade Union Movement from the Craft to an Industrial basis by the establishment of one Union in each industry ; (b) the consolidation of the Australasian Labour Movement with the object of unified control, administration and action ; (c) the centralized control of industrial disputes ; and (d) educational propaganda among unions. The Australasian Council of Trade Unions

is the first interstate body in Australia with authority to deal with industrial matters of an interstate character affecting the Trade Union movement generally. It is also the body responsible for submitting to the Commonwealth Government the names of persons suitable for selection as the Australian workers' delegate to the Annual International Labour Conference at Geneva.

The table below shows the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated thereto, in each State at the end of the year 1938 :—

CENTRAL LABOUR ORGANIZATIONS : NUMBER, AND UNIONS AFFILIATED, 1938.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	A.C.T.	Total.
Number of Councils	3	5	6	2	8	2	1	27
Number of Unions and Branch Unions affiliated ..	100	176	78	47	210	59	9	679

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

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

4. **Laws relating to Conditions of Labour.**—In Official Year Book No. 16, pp. 538 to 566, a conspectus was given of Labour Laws in force in Australia at the end of the year 1922, and of Acts and Regulations relating to Factories and Shops.

Information was contained in the same issue regarding employment under Mining Acts, followed by a brief reference to Employers' Liability and Workmen's Compensation Acts and miscellaneous legislation relating to conditions of labour enacted by the States. A conspectus of the Tribunals for the Regulation of Wages and Conditions of Labour was also included.

§ 2. Employers' Associations.

1. **General.**—Recent investigations show that the spirit of association is no less manifest in the case of employers than in the case of workers. Associations for trade purposes merely are not included in the present chapter, which deals with those associations only whose members are united for their own protection, and for representation in cases before Arbitration Courts, Wages Boards and other wage-fixing tribunals. Associations of employers and employees are recognized under the Commonwealth Conciliation and Arbitration Act as well as under several State Acts, and organizations of these bodies may be registered.

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

2. Employers' Associations in each State.—The following table gives particulars of the number of employers' associations in each State at the end of the years 1934 to 1938:—

EMPLOYERS' ASSOCIATIONS.

Year.	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Tas.	Total.
NUMBER OF ASSOCIATIONS.							
1934	(a) 134	157	74	60	54	26	(a) 505
1935	(a) 131	156	72	60	56	25	(a) 500
1936	(a) 134	150	73	61	58	30	(a) 506
1937	(a) 134	149	78	61	59	30	(a) 511
1938	(b) 134	147	76	62	58	29	(b) 506

NUMBER OF BRANCHES.

1934	810	520	135	15	301	8	1,789
1935	786	559	135	13	302	8	1,803
1936	806	608	393	32	296	6	2,141
1937	681	548	394	33	184	10	1,850
1938	658	561	391	32	85	6	1,733

MEMBERSHIP.

1934	a 58,387	38,276	18,943	6,765	10,464	2,095	a 134,930
1935	a 59,444	37,765	18,556	7,536	10,791	2,087	a 136,179
1936	a 60,135	50,262	35,764	8,813	11,193	2,257	a 168,424
1937	a 63,747	50,566	33,150	9,081	10,978	2,152	a 169,674
1938	b 66,573	53,745	32,407	9,671	11,312	1,982	b 175,690

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

(b) Includes two associations in the Australian Capital Territory.

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

3. Employers' Associations in Industrial Groups.—The figures in the following table refer to Australia at the end of the years 1937 and 1938:—

EMPLOYERS' ASSOCIATIONS: INDUSTRIAL GROUPS, AUSTRALIA.

Class.	Number of Associations.		Number of Branches.		Membership.	
	1937.	1938.	1937.	1938.	1937.	1938.
Manufacturing:—						
I. Wood, Furniture, etc. ..	20	20	16	16	1,222	1,239
II. Engineering, etc. ..	17	18	12	1	2,500	2,632
III. Food, Drink, etc. ..	103	106	92	140	20,504	24,169
IV. Clothing, Hats, etc. ..	16	15	11	9	1,932	1,541
V. Books, Printing, etc. ..	41	39	..	..	3,210	2,625
VI. Other Manufacturing ..	42	39	2	2	3,567	3,624
VII. Building	24	26	9	10	2,010	2,176
VIII. Mining, Quarrying, etc. ..	11	11	1	..	282	288
X. Other Land Transport ..	19	18	9	10	3,387	3,271
XI. Shipping, etc. ..	18	18	3	3	263	265
XII. Pastoral, Agricultural, etc.	52	51	1,648	1,512	109,363	110,435
XIII. Domestic, Hotels, etc. ..	18	20	..	..	1,765	2,192
XIV. Miscellaneous	130	125	47	30	19,669	21,233
Total	511	506	1,850	1,733	169,674	175,690

The female membership of these associations was 7,000 for 1937, and 6,200 for 1938.

The organization of employers is relatively strongest in the pastoral and agricultural industries and in the manufacture and distribution of articles of food and drink. In the former case there has been considerable growth in organization among small farmers, and in the latter, the number of small shops purveying foodstuffs of which the proprietors are members of grocers', butchers' and other similar associations accounts for the large membership.

4. **Federations of Employers' Associations.**—In addition to the associations in various industries, there are central associations in each State to which many of these separate organizations are affiliated. Examples of this kind of association are provided in the Chamber of Manufactures, Chamber of Commerce and Employers' Federation in each State. Further, these State associations are, in some cases, organized on a federal basis, e.g., there is an Associated Chamber of Manufactures, and Associated Chamber of Commerce, or a Central Council of Employers, to which State branches are affiliated.

The affiliation of these associations is, however, of a very loose nature when compared with that of the Federated Trade Unions. Whereas in the latter case the central body has complete control of its State branches, in the case of the Employers' Associations each State body enjoys complete independence, the central body acting in a more or less advisory capacity only.

The following table gives particulars so far as can be ascertained, of interstate or federated associations having branches in two or more States from 1934 to 1938:—

INTERSTATE OR FEDERATED EMPLOYERS' ASSOCIATIONS.

Year.	Associations Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
NUMBER OF ASSOCIATIONS.						
1934	4	2	12	8	17	43
1935	4	2	10	6	20	42
1936	5	2	8	6	17	38
1937	3	3	10	10	17	43
1938	5	1	7	14	17	44
NUMBER OF MEMBERS.						
1934	2,438	56	44,745	22,947	34,026	104,212
1935	10,529	57	3,311	63,155	37,723	114,775
1936	11,315	904	1,013	22,324	104,896	140,452
1937	9,351	2,019	1,118	92,049	38,908	143,445
1938	9,368	144	3,800	93,454	41,198	147,964

The above table shows that associations having 84 per cent. of the total membership of employers' organizations are grouped together on an interstate basis.

F.—COMPARATIVE INDEX-NUMBERS.

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

COMPARATIVE INDEX-NUMBERS FOR THE SIX CAPITAL CITIES COMBINED.

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

Period.	Food and Groceries.	Housing (4 and 5 Rooms.)	Food and Housing (4 and 5 Rooms.)	All Items of Household Expenditure.	Wholesale Prices Melbourne.	Nominal Wages, Adult Males.	Real Wages. (b)	Percentage of Unemployment among Trade Unionists.
Year—								%
1911	1,000	1,000	1,000	(c) 1,000	1,000	1,000	(c) 1,000	4.7
1914	1,144	1,082	1,121	1,140	1,149	1,081	948	8.3
1921	1,902	1,410	1,717	1,680	1,903	1,826	1,087	11.2
1928	1,761	1,743	1,755	1,675	1,792	1,963	1,172	10.8
1929	1,866	1,754	1,824	1,713	1,803	1,972	1,151	11.1
1930	1,682	1,711	1,693	1,618	1,596	1,939	1,198	19.3
1931	1,477	1,473	1,475	1,448	1,428	1,752	1,210	27.4
1932	1,425	1,336	1,391	1,377	1,411	1,639	1,190	29.0
1933	1,342	1,314	1,332	1,335	1,409	1,584	1,187	25.1
1934	1,400	1,324	1,371	1,355	1,468	1,590	1,173	20.5
1935	1,442	1,372	1,416	1,380	1,469	1,609	1,166	16.5
1936	1,475	1,437	1,461	1,409	1,543	1,635	1,160	12.2
1937	1,521	1,488	1,510	1,448	1,656	1,704	1,177	9.3
1938	1,584	1,540	1,568	1,488	1,662	1,796	1,207	8.7
Quarter—								
1929.								
March	1,859	1,758	1,821	1,713	1,788	1,958	1,143	9.3
June	1,865	1,753	1,823	1,713	1,794	1,977	1,154	10.0
September ..	1,867	1,754	1,824	1,713	1,834	1,979	1,155	12.1
December ..	1,873	1,751	1,827	1,712	1,799	1,974	1,153	13.1
1930.								
March	1,751	1,782	1,763	1,670	1,680	1,973	1,181	14.6
June	1,734	1,744	1,738	1,653	1,667	1,956	1,183	18.5
September ..	1,673	1,692	1,680	1,607	1,599	1,939	1,207	20.5
December ..	1,568	1,625	1,590	1,542	1,438	1,887	1,224	23.4
1931.								
March	1,538	1,560	1,546	1,500	1,453	1,814	1,209	25.8
June	1,496	1,501	1,498	1,464	1,437	1,764	1,205	27.6
September ..	1,435	1,447	1,439	1,423	1,406	1,735	1,219	28.3
December ..	1,439	1,382	1,418	1,406	1,418	1,694	1,205	28.0
1932.								
March	1,465	1,358	1,425	1,403	1,434	1,680	1,197	28.3
June	1,448	1,345	1,409	1,389	1,410	1,672	1,204	30.0
September ..	1,416	1,327	1,382	1,370	1,418	1,608	1,174	29.6
December ..	1,369	1,314	1,348	1,346	1,384	1,597	1,186	28.1
1933.								
March	1,317	1,318	1,318	1,327	1,336	1,585	1,194	26.5
June	1,337	1,314	1,329	1,334	1,401	1,595	1,196	25.7
September ..	1,359	1,311	1,341	1,340	1,467	1,587	1,184	25.1
December ..	1,355	1,311	1,339	1,337	1,432	1,570	1,174	23.0
1934.								
March	1,371	1,315	1,350	1,344	1,456	1,572	1,170	21.9
June	1,404	1,319	1,372	1,358	1,463	1,592	1,172	20.9
September ..	1,401	1,331	1,375	1,357	1,492	1,596	1,176	20.4
December ..	1,422	1,332	1,388	1,361	1,474	1,599	1,175	18.8
1935.								
March	1,420	1,356	1,396	1,368	1,451	1,604	1,173	18.6
June	1,425	1,363	1,402	1,371	1,456	1,605	1,171	17.8
September ..	1,461	1,379	1,430	1,389	1,491	1,609	1,158	15.9
December ..	1,460	1,390	1,434	1,391	1,479	1,617	1,162	13.7
1936.								
March	1,445	1,413	1,433	1,391	1,475	1,620	1,165	13.4
June	1,455	1,425	1,444	1,397	1,520	1,625	1,163	12.8
September ..	1,489	1,449	1,474	1,420	1,570	1,637	1,153	12.0
December ..	1,510	1,461	1,491	1,430	1,607	1,656	1,158	10.7
1937.								
March	1,510	1,470	1,495	1,433	1,638	1,659	1,158	9.9
June	1,507	1,483	1,496	1,441	1,660	1,677	1,164	9.7
September ..	1,526	1,499	1,516	1,454	1,710	1,718	1,182	9.3
December ..	1,540	1,510	1,529	1,465	1,617	1,760	1,201	8.2
1938.								
March	1,540	1,521	1,534	1,467	1,600	1,775	1,210	8.0
June	1,572	1,534	1,558	1,482	1,642	1,784	1,204	8.6
September ..	1,616	1,547	1,589	1,500	1,706	1,803	1,202	9.2
December ..	1,608	1,559	1,589	1,501	1,701	1,820	1,213	8.9

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