

CHAPTER XIII.—LABOUR, WAGES, AND PRICES.

A.—PRICES.

§ 1. Wholesale Prices.

1. General.—The results of an investigation into wholesale prices in Melbourne from 1871 to the end of September, 1912, were given in some detail in Report No. 1 of the Labour and Industrial Branch, while summarized results for later years are included in subsequent Reports.

The index-numbers up to the year 1911 are based on the prices of eighty commodities, but since that year the number has been increased to ninety-two.\* The methods followed for the computation of the wholesale price index-numbers are similar to those adopted in regard to retail prices. The commodities included, the units of measurement for which the prices are taken, and the mass-units indicating the relative extent to which each commodity is used or consumed, are shown in a tabular statement in Labour Report No. 19 for 1928 (page 11).

2. Index-Numbers.—Index-numbers have been computed for each group of commodities, as well as for all groups together. The index-numbers for the several groups, and for all groups together, are shown in the following table, and in each case were computed with the prices in the year 1911 as base. They show, for each of the years specified, the expenditure necessary—if distributed in purchasing the relative quantities (indicated by the mass-units) of the several commodities concerned—to purchase what would have cost £1,000 in 1911. Thus, from the last column it will be seen that the cost of the relative quantities of the various commodities was 1,229 in 1871, and 974 in 1901, as compared with 1,000 in 1911, 1,903 in 1921, and 1,792 in 1928. In other words, prices were lower in 1911 than in either 1871, 1921, or 1928, and the purchasing power of money in 1911 was, accordingly, greater. Again, prices were lower in 1901 than in 1911, and the purchasing power of money in the former year was, therefore, greater.

INDEX-NUMBERS.—WHOLESALE PRICES, MELBOURNE, 1861 TO 1928.

(Base 1911 = 1,000).

Year.	I. Metals and Coal.	II. Jute, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Mate- rials.	VIII. Chem- icals.	All Com- modities together.
1861	1,438	1,381	1,583	1,008	1,963	..	1,070	2,030	1,538
1871	1,096	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881	1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,121
1891	895	847	1,024	995	1,032	888	780	1,194	945
1901	1,061	774	928	1,029	1,048	1,345	841	917	974
1902	1,007	756	1,193	1,215	945	1,447	837	881	1,051
1903	923	834	1,209	1,059	936	1,443	875	921	1,049
1904	821	885	754	876	916	1,427	845	875	890
1905	772	850	894	980	942	1,209	801	859	910
1906	882	978	916	972	923	1,110	896	884	946
1907	1,037	1,017	973	1,020	948	1,294	968	961	1,021
1908	1,033	901	1,312	1,198	968	1,335	935	891	1,115
1909	1,014	907	1,000	1,119	978	1,088	911	815	993
1910	1,004	1,052	969	1,100	999	1,008	996	898	1,003
1911	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1912	1,021	991	1,370	1,206	1,052	1,357	1,057	978	1,172
1913	1,046	1,070	1,097	1,054	1,024	1,252	1,128	995	1,086
1914	1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915	1,284	1,017	2,162	1,530	1,133	2,435	1,275	1,528	1,604
1916	1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,504
1917	2,129	2,008	1,157	1,423	1,343	2,403	1,884	2,171	1,662
1918	2,416	2,360	1,444	1,454	1,422	2,385	2,686	3,225	1,934
1919	2,125	2,363	1,985	1,651	1,516	2,348	2,851	2,898	2,055
1920	2,298	2,624	2,439	2,209	1,918	3,279	3,226	2,825	2,480
1921	2,173	1,362	1,767	2,000	1,976	2,158	2,733	2,303	1,903
1922	1,942	1,681	1,628	1,648	1,869	1,787	2,005	1,965	1,758
1923	1,826	2,148	1,778	1,837	1,746	2,579	2,025	1,933	1,944
1924	1,835	2,418	1,647	1,655	1,721	2,223	1,815	1,806	1,885
1925	1,852	1,967	1,797	1,636	1,723	2,212	1,711	1,790	1,844
1926	1,938	1,582	2,001	1,784	1,731	1,981	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

NOTE.—The figures given in this table are comparable in the vertical columns, but are not directly comparable horizontally. The index-numbers are reversible.

\* In the computation of the index-numbers for years prior to 1911, the aggregate expenditure on 80 commodities in 1911 is taken as base (= 1,000), while for later years the aggregate expenditure on 92 commodities is taken.

3. Fluctuations, July, 1914, to July, 1929.—Since the outbreak of war, prices of many commodities have increased considerably. This is shown in the following table, in which the index-numbers are given for each group for the months of July, 1923, to July, 1929, taking July, 1914, the last month before the outbreak of war, as base (= 1,000) for each group :—

INDEX-NUMBERS.—WHOLESALE PRICES, MELBOURNE, JULY, 1914, TO JULY, 1929.

Particulars.	I. Metals and Coal.	II. Jute, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Mate- rials.	VIII. Chemi- cals.	All Groups.
July, 1914 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
" 1923 ..	1,658	1,876	1,691	1,668	1,698	2,229	1,780	1,923	1,799
" 1924 ..	1,666	2,119	1,525	1,431	1,677	1,281	1,666	1,743	1,626
" 1925 ..	1,663	1,744	1,643	1,404	1,667	1,492	1,605	1,716	1,618
" 1926 ..	1,741	1,456	1,860	1,514	1,686	1,248	1,557	1,798	1,615
" 1927 ..	1,780	1,503	1,674	1,606	1,677	1,390	1,518	1,826	1,607
" 1928 ..	1,738	1,656	1,618	1,477	1,654	1,217	1,593	1,862	1,573
" 1929 ..	1,741	1,381	1,755	1,559	1,634	1,346	1,598	1,894	1,590

## § 2. Retail Prices and House Rents.

1. Introduction.—(i) *General.* In Labour Report No. 1, issued in December, 1912, the results of certain investigations into the subjects of Prices, Price-Indexes and Cost of Living in past years were published, and some account was given of the methods employed for the collection of the data and of the technique adopted in the computation of the results. A detailed examination of the theory upon which the calculation of the index-numbers is based was given, but being necessarily too technical for inclusion in the general chapter, was relegated to Appendixes. The results of further investigations are included in the annual Labour Reports and Quarterly Summaries of Australian Statistics issued by this Bureau.

(ii) *Computation of Index-Numbers.* The method adopted for the computation of the index-numbers is what is termed the "aggregate expenditure" method. Thereunder the average price of each commodity included is ascertained, and numbers (called "mass-units") representing the *relative* extent to which each commodity was on the average used or consumed are also computed. The price in any year of each commodity multiplied by its corresponding "mass-unit" represents, therefore, the relative total expenditure on that commodity in that year *on the basis of the adopted regimen*. It follows, therefore, that by taking for any year the sum of the price of each commodity multiplied by its corresponding "mass-unit," a figure is obtained which represents the relative aggregate or total expenditure of the community in that year on all the commodities, etc., included. By computing these aggregate expenditures for a series of years and taking the expenditure in any selected year as "base," that is, making the expenditure in that year equal to 1,000 units, the relative expenditure in any other year, or what may be termed the "index-number," is readily ascertained. Numerical examples of the technique and methods adopted for the computation of index-numbers were given in Report No. 2 (pp. 44 and 45), and in Report No. 9 Appendixes I. to IV., pp. 174 to 229.

2. Scope of Investigation.—As noted in Report No. 1, distinction must be drawn between (a) Variations in the *purchasing-power* of money, and (b) Variations in the *standard of living*, and in Report No. 2 attention was directed to the factors which must be taken into consideration in dealing with these matters in order to arrive at a satisfactory aggregate expenditure. The various Reports deal with the list of the commodities selected and the reasons for their adoption, while § 4 of this Chapter deals with the extension of the inquiry to cover all ordinary household expenditure.

3. Variations in Index-Numbers for Retail Prices and House Rents, Capital Cities, 1907 to 1928.—(i) *General*. In Labour Reports and Bulletins, and in recent issues of the Quarterly Summaries of Statistics, index-numbers were given for each of the four groups and for all groups combined for each capital city since 1901, the expenditure in 1911 being taken in each case as base (= 1,000). In this sub-section summarized results only are given, firstly, for food and groceries; secondly, for house rent; and thirdly, for the groups combined—the weighted average expenditure for all capital cities in 1911 being taken in each case as base (= 1,000). The index-numbers in each table are fully comparable with one another, since they show not only the variations from year to year in each capital, but also the relative cost as between the cities.

(ii) *Food and Groceries*. The index-numbers thus computed for the three groups comprising groceries and food are shown in the following table for 1907, 1911, 1914, 1921, and for the last five years:—

RETAIL PRICE INDEX-NUMBERS, FOOD AND GROCERIES.—CAPITAL CITIES,  
1907 TO 1928.

City.	1907.	1911.	1914.	1921.	1924.	1925.	1926.	1927.	1928.
Sydney .. ..	930	989	1,156	1,898	1,732	1,785	1,867	1,846	1,826
Melbourne .. ..	925	935	1,091	1,901	1,684	1,748	1,774	1,732	1,684
Brisbane .. ..	947	1,018	1,078	1,812	1,690	1,734	1,788	1,680	1,671
Adelaide .. ..	951	1,020	1,215	1,906	1,791	1,840	1,869	1,841	1,775
Perth .. ..	1,197	1,346	1,302	1,995	1,891	1,938	1,866	1,796	1,852
Hobart .. ..	1,010	1,058	1,212	2,025	1,849	1,810	1,868	1,788	1,727
Weighted Average (a) ..	955	1,000	1,144	1,902	1,732	1,785	1,829	1,789	1,761

(a) For all capital cities.

The figures quoted are directly comparable in every respect; thus, the same quantity of food and groceries, which cost £1,000 in the capital cities considered as a whole in 1911, would have cost £1,156 in Sydney in 1914, £1,346 in Perth in 1911, or £1,684 in Melbourne in 1928.

In 1928 decreases were experienced in all the capitals, with the exception of Perth, from the previous year. Comparing the results for 1928 with those for 1911, the extent by which prices increased varied from 84.6 per cent. in Sydney to 39.8 per cent. in Perth. Prices, however, were abnormally high in Perth in 1911. The average retail prices in the six capitals considered as a whole in 1928, compared with prices in 1911, were 76.1 per cent. higher.

(iii) *Housing*. In previous issues of the Official Year Book the computations of index-numbers of housing accommodation were based upon the rentals of all houses from under 4 rooms to 7 rooms and over. In the following tables that basis has been altered, to accord with a resolution adopted by the Conference of Statisticians of Australia and New Zealand to the following effect: "that for purposes of computing price levels in respect of rent, it is desirable that houses of four and five rooms only be taken into account." This alteration will account for the difference between index-numbers given in the following tables and those given for the same tables in issues of the Official Year Book prior to No. 19 for the year 1926.

The following table gives index-numbers computed for the weighted average house rent of 4 and 5 roomed houses in each of the capital cities from 1907 to 1928, taking the average rent for the six capitals in 1911 as the base (= 1,000). The average rent has been obtained for each city separately by multiplying the weighted average rent for each class of house (*i.e.*, wooden houses of 4 rooms and of 5 rooms and brick houses of 4 rooms and of 5 rooms) by a number ("weight") representing the relative number of houses of that class in the particular city. The sum of the products thus obtained divided by the sum of the weights, gives the weighted average for 4 and 5 roomed houses combined. The number of houses in each class for each city was obtained from the results of the 1921 Census, and the index-numbers are based on the weighted average rents for 4 and 5 roomed houses combined, and do not refer to any particular class of house. The weighted average rents for each class are given in appendixes to Labour Reports, and an examination of these figures shows that for some classes of houses the increase has been greater, and in some less, than the general increase indicated in the following table.

## INDEX-NUMBERS.—HOUSING, CAPITAL CITIES, 1907 TO 1928.

City.	1907.	1911.	1914.	1921.	1924.	1925.	1926.	1927.	1928.
Sydney .. ..	960	1,145	1,243	1,617	1,831	1,870	1,826	1,814	1,868
Melbourne .. ..	744	931	1,027	1,340	1,574	1,604	1,695	1,710	1,778
Brisbane .. ..	463	610	762	1,030	1,157	1,165	1,333	1,361	1,372
Adelaide .. ..	835	1,155	1,071	1,322	1,540	1,576	1,516	1,540	1,672
Perth .. ..	749	857	963	1,209	1,311	1,340	1,469	1,507	1,539
Hobart .. ..	661	739	847	1,441	1,592	1,649	1,628	1,579	1,535
Weighted Average (a) ..	813	1,000	1,082	1,410	1,615	1,647	1,677	1,684	1,743

(a) For all capital cities.  
NOTE.—The above figures are directly comparable in every respect.

(iv) *Food, Groceries, and Housing 4 and 5 roomed Houses combined.* The weighted averages for all groups are of importance, as indicating the general results of this investigation so far as the purchasing-power of money is concerned. The following table shows the index-numbers for groceries, food, and house rent (4 and 5 roomed houses) for each capital city, the weighted average cost for the six capitals in 1911 being taken as base (= 1,000):—

RETAIL PRICE INDEX-NUMBERS(a)—FOOD, GROCERIES, AND HOUSING.—  
CAPITAL CITIES, 1907 TO 1928.

City.	1907.	1911.	1914.	1921.	1924.	1925.	1926.	1927.	1928.
Sydney .. ..	948	1,048	1,188	1,793	1,769	1,817	1,852	1,894	1,842
Melbourne .. ..	857	934	1,067	1,690	1,643	1,694	1,744	1,724	1,719
Brisbane .. ..	765	865	959	1,519	1,490	1,521	1,617	1,560	1,559
Adelaide .. ..	908	1,070	1,161	1,687	1,697	1,741	1,736	1,728	1,736
Perth .. ..	1,029	1,162	1,175	1,700	1,673	1,714	1,717	1,687	1,753
Hobart .. ..	879	938	1,075	1,806	1,753	1,750	1,778	1,710	1,655
Weighted Average (b) ..	900	1,000	1,121	1,717	1,688	1,733	1,772	1,749	1,755

(a) As the price index-number increases, the purchasing-power of money diminishes.  
(b) For all capital cities.

NOTE.—The above figures are directly comparable in every respect.

The combination of housing with prices of food and groceries has had the effect of considerably modifying the index of prices, or, in other words, the purchasing-power of money, as compared with the similar index based on food and groceries only. In 1921 prices of food and groceries and housing increased considerably, the combined results for the six capital cities for 1921 being an increase of 53.2 per cent. over 1914, and 71.7 per cent. over 1911. The increase in the index-number between 1914 and 1921 varied between the capital cities from 45 per cent. in Perth to 68 per cent. in Hobart, while between 1911 and 1921 it varied between 46 per cent. in Perth and 93 per cent. in Hobart. In 1923 there was an increase in the combined cost of food, groceries, and housing in all the cities, the weighted average index-number being 1,710 as compared with 1,610 in 1922. The index-number for 1924 shows a decline of 1.3 per cent. on that for 1923, that for 1925 shows an increase of 2.6 per cent. from 1924, food and groceries having increased 3 per cent., and housing increased 2 per cent., while that for 1926 discloses a rise of 2.3 per cent. over 1925, both food and groceries and housing again showing increases. The index-numbers for 1927 disclose a decrease on 1926 prices of 1.3 per cent., the drop in prices of food and groceries of 2.2 per cent. more than outweighing the slight increase in rents. The combined index-number for 1928 shows an increase of 0.3 per cent. on 1927. Food and groceries declined 1.5 per cent., but housing increased by 3.5 per cent.

4. *Retail Price Index-Numbers in Terms of Currency.*—The tables in sub-section 3 give the relative cost in the six capital cities of food, groceries, and housing from 1907 to 1928 in the form of index-numbers. The figures have been converted into a monetary basis in the next table, and show the sums which would have to be paid in each city and in each year in order to purchase such relative quantities (indicated by the mass units) of the several commodities, and to pay such sums for housing as would in the aggregate cost £1, according to the weighted average prices and rents in the six capitals in 1911.

RETAIL PRICES.—AMOUNTS NECESSARY ON THE AVERAGE IN EACH YEAR FROM 1907 TO 1929 (2nd QUARTER) TO PURCHASE IN EACH CAPITAL CITY WHAT WOULD COST ON THE AVERAGE £1 IN 1911 IN THE AUSTRALIAN CAPITALS REGARDED AS A WHOLE.

Year.	Sydney.	Melb'ne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Cities.
FOOD AND GROCERIES (46 COMMODITIES).							
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1907 .. .. .	18 9	18 6	18 11	19 0	23 11	20 2	19 1
1911 .. .. .	19 9	18 8	20 4	20 5	26 11	21 2	20 0
1914 .. .. .	23 1	21 10	21 7	24 4	26 0	24 3	22 11
1920 .. .. .	43 0	41 1	41 1	42 8	41 0	43 3	42 0
1922 .. .. .	34 1	32 11	32 2	34 6	35 6	35 11	33 8
1923 .. .. .	36 5	36 1	33 10	36 6	36 7	37 3	36 1
1924 .. .. .	34 8	33 8	33 10	35 10	37 10	37 0	34 8
1925 .. .. .	35 8	35 0	34 8	36 10	38 9	36 2	35 8
1926 .. .. .	37 4	35 6	35 9	37 5	37 4	37 4	36 7
1927 .. .. .	36 11	34 8	33 7	36 10	35 11	35 9	35 9
1928 .. .. .	36 6	33 8	33 5	35 6	37 8	34 6	35 3
1928 { 1st Quarter	36 8	34 4	33 5	36 2	35 4	34 7	35 5
1928 { 2nd " "	36 11	34 2	33 5	36 7	38 1	34 9	35 8
1928 { 3rd " "	36 2	33 2	33 0	35 0	38 7	34 4	34 11
1928 { 4th " "	36 4	33 1	33 11	34 3	38 7	34 6	34 11
1929 { 1st " "	39 1	35 6	34 7	36 11	39 1	36 9	37 2
1929 { 2nd " "	38 8	36 0	33 10	37 10	39 11	36 6	37 4

HOUSING ACCOMMODATION (WEIGHTED AVERAGE—4 AND 5 ROOMED HOUSES).

1907 .. .. .	19 5	14 11	9 3	16 8	15 0	13 3	16 3
1911 .. .. .	22 11	18 7	12 2	23 1	17 2	14 9	20 0
1914 .. .. .	24 10	20 6	15 3	21 5	19 3	16 11	20 8
1920 .. .. .	30 10	25 5	20 4	24 10	22 11	28 5	26 11
1922 .. .. .	33 7	28 10	22 7	27 6	25 1	27 2	28 9
1923 .. .. .	34 9	30 8	23 0	29 0	25 11	30 1	31 1
1924 .. .. .	36 7	31 6	23 2	30 10	26 3	31 10	32 4
1925 .. .. .	37 5	32 1	23 4	31 6	26 10	33 0	32 11
1926 .. .. .	36 6	33 11	26 8	30 4	29 5	32 7	33 7
1927 .. .. .	36 3	34 2	27 3	30 10	30 2	31 7	33 8
1928 .. .. .	37 4	35 7	27 5	33 5	30 9	30 8	34 10
1928 { 1st Quarter	37 4	35 7	27 8	33 5	30 9	30 9	34 11
1928 { 2nd " "	37 4	35 7	27 7	33 7	30 10	30 9	34 11
1928 { 3rd " "	37 4	35 6	27 4	33 5	30 10	30 5	34 10
1928 { 4th " "	37 5	35 6	27 3	33 4	30 10	30 11	34 10
1929 { 1st " "	37 10	35 10	27 7	33 6	31 0	30 7	35 2
1929 { 2nd " "	37 11	35 9	27 8	32 7	30 10	30 6	35 1

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

1907 .. .. .	19 0	17 2	15 4	18 2	20 7	17 7	18 0
1911 .. .. .	21 0	18 8	17 4	21 5	23 3	18 9	20 0
1914 .. .. .	23 9	21 4	19 2	23 3	23 6	21 6	22 5
1920 .. .. .	38 5	35 3	33 3	35 11	34 2	37 8	36 4
1922 .. .. .	33 10	31 5	28 6	31 10	31 7	32 7	32 2
1923 .. .. .	35 10	34 0	29 10	33 8	32 6	34 7	34 2
1924 .. .. .	35 5	32 10	29 10	33 11	33 6	35 1	33 9
1925 .. .. .	36 4	33 11	30 5	34 10	34 3	35 0	34 8
1926 .. .. .	37 1	34 11	32 4	34 9	34 4	35 7	35 5
1927 .. .. .	36 8	34 6	31 2	34 7	33 9	34 2	35 0
1928 .. .. .	36 10	34 5	31 2	34 9	35 1	33 1	35 1
1928 { 1st Quarter	36 11	34 9	31 3	35 2	33 7	33 2	35 3
1928 { 2nd " "	37 1	34 9	31 2	35 5	35 4	33 3	35 5
1928 { 3rd " "	36 8	34 0	30 10	34 5	35 8	32 10	34 11
1928 { 4th " "	36 9	34 0	31 5	33 11	35 8	33 2	34 11
1929 { 1st " "	38 7	35 7	32 0	35 7	36 0	34 5	36 5
1929 { 2nd " "	38 5	35 11	31 6	35 10	36 6	34 3	36 6

5. Variations in Index-Numbers, Retail Prices and Housing, Thirty Australian Towns, 1926 to 1928.—The index-numbers given in the preceding sub-sections show changes in the cost of food, groceries, and housing separately for each capital city during the years 1907 to 1928. The figures given in the next table show the relative cost of food and groceries, and of housing for the years 1926 to 1928 in the thirty towns for which particulars are now collected. The weighted aggregate expenditure for the six capitals for the year 1911 has been taken as base and made equal to 1,000, hence the columns are comparable both horizontally and vertically. The index-numbers in the last column are the same as in previous tables where the period and town are comparable.

INDEX-NUMBERS, THIRTY TOWNS, SHOWING RELATIVE EXPENDITURE ON FOOD AND GROCERIES AND ON HOUSING (4 AND 5 ROOMS) SEPARATELY, AND ON THESE ITEMS COMBINED. BASIS OF TABLE = WEIGHTED AVERAGE EXPENDITURE ON FOOD, GROCERIES, AND HOUSING (4 AND 5 ROOMS) IN THE SIX CAPITAL CITIES IN 1911 = 1,000.

Town.	1926.			1927.			1928.		
	Food and Groceries.	Housing.	Food, Groceries, and Housing.	Food and Groceries.	Housing.	Food, Groceries, and Housing.	Food and Groceries.	Housing.	Food, Groceries, and Housing.
<b>NEW SOUTH WALES—</b>									
Sydney .. .. .	1,166	686	1,852	1,153	681	1,834	1,140	702	1,842
Newcastle .. .. .	1,155	698	1,793	1,144	652	1,796	1,136	669	1,805
Broken Hill .. .. .	1,322	413	1,735	1,345	425	1,770	1,346	431	1,777
Goulburn .. .. .	1,156	654	1,810	1,150	698	1,848	1,155	727	1,882
Bathurst .. .. .	1,119	547	1,666	1,112	532	1,644	1,104	544	1,648
Weighted Average ..	1,168	674	1,842	1,157	671	1,828	1,145	691	1,836
<b>VICTORIA—</b>									
Melbourne .. .. .	1,108	636	1,744	1,082	642	1,724	1,051	668	1,719
Ballarat .. .. .	1,131	384	1,515	1,105	387	1,492	1,078	414	1,492
Bendigo .. .. .	1,125	449	1,574	1,106	483	1,589	1,078	487	1,565
Geelong .. .. .	1,100	589	1,689	1,078	612	1,690	1,064	601	1,665
Warrnambool .. .. .	1,096	455	1,551	1,060	486	1,546	1,037	510	1,547
Weighted Average ..	1,109	616	1,725	1,083	623	1,706	1,054	647	1,701
<b>QUEENSLAND—</b>									
Brisbane .. .. .	1,116	501	1,617	1,049	511	1,560	1,044	515	1,559
Toowoomba .. .. .	1,105	454	1,559	1,018	457	1,475	995	446	1,441
Rockhampton .. .. .	1,170	407	1,577	1,122	428	1,550	1,083	401	1,484
Charters Towers ..	1,268	349	1,617	1,271	346	1,617	1,214	415	1,629
Warwick .. .. .	1,121	439	1,560	1,082	458	1,540	1,039	416	1,455
Weighted Average ..	1,126	482	1,608	1,062	492	1,554	1,049	494	1,543
<b>SOUTH AUSTRALIA—</b>									
Adelaide .. .. .	1,167	569	1,736	1,150	578	1,728	1,109	627	1,736
Kadina, &c. .. .. .	1,203	310	1,513	1,196	312	1,508	1,183	295	1,478
Port Pirie .. .. .	1,246	426	1,672	1,196	431	1,627	1,171	429	1,600
Mount Gambier .. ..	1,143	325	1,468	1,133	314	1,447	1,114	337	1,451
Peterborough .. .. .	1,238	457	1,695	1,231	491	1,722	1,240	473	1,713
Weighted Average ..	1,171	549	1,720	1,154	557	1,711	1,115	601	1,716
<b>WESTERN AUSTRALIA—</b>									
Perth, &c. .. .. .	1,165	552	1,717	1,122	565	1,687	1,175	578	1,753
Kalgoorlie, &c. .. ..	1,327	337	1,664	1,282	332	1,614	1,309	333	1,642
Northam .. .. .	1,260	527	1,787	1,226	549	1,775	1,233	563	1,796
Bunbury .. .. .	1,253	494	1,687	1,238	437	1,675	1,262	412	1,674
Geraldton .. .. .	1,255	529	1,784	1,229	534	1,763	1,224	587	1,811
Weighted Average ..	1,188	525	1,713	1,145	538	1,683	1,194	548	1,742
<b>TASMANIA—</b>									
Hobart .. .. .	1,167	611	1,778	1,117	593	1,710	1,078	577	1,655
Launceston .. .. .	1,151	489	1,640	1,102	483	1,585	1,059	519	1,578
Burnie .. .. .	1,186	482	1,668	1,135	473	1,608	1,124	478	1,602
Devonport .. .. .	1,177	466	1,643	1,123	457	1,580	1,086	437	1,523
Queenstown .. .. .	1,301	244	1,545	1,234	261	1,495	1,206	282	1,488
Weighted Average ..	1,168	552	1,720	1,118	539	1,657	1,080	539	1,619
Weighted Average for 30 Towns .. .. .	1,147	609	1,756	1,121	613	1,734	1,105	633	1,738
Weighted Average 6 Capital Cities ..	1,142	630	1,772	1,117	632	1,749	1,100	655	1,755

### § 3. Retail Price Index-Numbers, 200 Towns.

1. General.—To supplement the information collected each month for the 30 towns specified in the preceding paragraph, a special investigation was initiated in November, 1913, into retail price index-numbers in 70 additional towns. 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 of additional towns was further increased to 170, and it is intended to institute inquiries in November in each year, thus making information available annually for 200 towns. The results of the first investigation were published in Labour Bulletin No. 5 (Section IV., pages 26

to 33), where a description was given of the methods adopted in making the investigation and in computing the index-numbers. The results of the succeeding yearly investigations have appeared in the Labour Bulletins and Reports of this Bureau.

2. Detailed Results, 1926 to 1928.—The results of the investigations made in November, 1926 to 1928, are set out in the following tables. The aggregate expenditure on food and groceries separately is shown in the form of index-numbers for each year in column A. In columns B and C the corresponding aggregate expenditure on food, groceries, and rent of 4 rooms, and food, groceries, and rent of 5 rooms are shown for each year for each individual town. The index-number 1,683 represents the weighted average expenditure in 200 towns on food, groceries, and rent of 5-roomed houses, and 1,536 represents the average weighted expenditure on food, groceries, and rent of 4-roomed houses in November, 1928. Similarly, in column A, the index-number 1,040 represents the relative weighted average expenditure on food and groceries only in November, 1928. The figures given in the table are comparable throughout. Thus, taking the average weighted expenditure for all 200 towns on food, groceries, and rent of 5-roomed houses as equal to 1,683, the expenditure on the same items in Melbourne is 1,684, while if 4-roomed houses were substituted for 5-roomed the expenditure in Melbourne would be represented by 1,518.

A change has been made in the basis on which the index-numbers in this table are computed. Previously, the weighted average expenditure on food, groceries, and rent of 5-roomed houses for the 150 towns in each year was taken as base. In the tables on the following pages the basis taken is the weighted average expenditure on food, groceries, and housing accommodation in the six capital cities in 1911, made equal to 1,000.

**INDEX-NUMBERS.—COST OF FOOD, GROCERIES, AND HOUSING IN 200 TOWNS IN 1926, 1927, AND 1928, COMPARED WITH THE WEIGHTED AVERAGE COST OF FOOD, GROCERIES, AND RENT FOR ALL HOUSES IN THE SIX CAPITAL CITIES IN 1911 AS BASE (= 1,000).**

State and Town.	1926. November.			1927. November.			1928. November.			
	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	
		A	B		C	A		B	C	A
<b>NEW SOUTH WALES—</b>										
Sydney .. .. .	1,096	1,649	1,769	1,129	1,673	1,790	1,072	1,630	1,776	
Newcastle .. .. .	1,071	1,576	1,724	1,103	1,637	1,793	1,058	1,542	1,767	
Broken Hill .. .. .	1,196	1,563	1,651	1,360	1,603	1,775	1,239	1,606	1,724	
Goulburn .. .. .	1,072	1,636	1,713	1,111	1,650	1,827	1,082	1,645	1,778	
Bathurst .. .. .	1,038	1,423	1,506	1,057	1,440	1,516	1,019	1,401	1,505	
Albury .. .. .	1,083	1,817	1,962	1,087	1,804	1,975	1,063	1,754	1,914	
Armidale .. .. .	1,052	1,421	1,631	1,053	1,522	1,624	1,031	1,513	1,590	
Ballina .. .. .	1,191	1,639	1,685	1,118	1,604	1,699	1,113	1,607	1,733	
Bega .. .. .	1,089	1,331	1,449	1,122	1,461	1,536	1,097	1,419	1,530	
Berry .. .. .	1,133	1,445	1,557	1,182	1,537	1,656	1,090	1,445	1,550	
Blackheath .. .. .	1,235	1,676	1,771	1,232	1,657	1,795	1,230	1,675	1,800	
Bourke .. .. .	1,176	1,407	1,505	1,289	1,533	1,599	1,287	1,550	1,613	
Bowral .. .. .	1,182	1,741	1,820	1,119	1,765	1,831	1,090	1,723	1,814	
Casino .. .. .	1,163	1,681	1,772	1,106	1,550	1,759	1,086	1,532	1,771	
Cessnock .. .. .	1,108	1,651	1,749	1,109	1,652	1,718	1,075	1,568	1,634	
Cobar .. .. .	1,174	1,283	1,309	1,329	1,438	1,487	1,231	1,363	1,428	
Cooma .. .. .	1,118	1,422	1,611	1,233	1,542	1,741	1,133	1,463	1,672	
Coolambule .. .. .	1,105	1,447	1,572	1,214	1,558	1,682	1,121	1,485	1,611	
Cootamundra .. .. .	1,100	1,594	1,791	1,130	1,624	1,821	1,049	1,548	1,782	
Corrimal .. .. .	1,112	1,507	1,533	1,106	1,455	1,567	1,096	1,539	1,671	
Cowra .. .. .	1,159	1,559	1,631	1,106	1,633	1,657	1,081	1,610	1,687	
Cronulla .. .. .	1,105	1,672	1,832	1,144	1,675	1,844	1,128	1,644	1,817	
Deniliquin .. .. .	1,072	1,391	1,549	1,080	1,471	1,583	1,098	1,480	1,625	
Dubbo .. .. .	1,119	1,645	1,733	1,158	1,709	1,791	1,139	1,700	1,834	
Forbes .. .. .	1,133	1,609	1,727	1,123	1,684	1,822	1,055	1,601	1,800	

INDEX-NUMBERS.—COST OF FOOD, GROCERIES, AND HOUSING IN 200 TOWNS, ETC.—*continued.*

State and Town.	1926. November.			1927. November.			1928. November.		
	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.
<b>NEW SOUTH WALES—<i>continued.</i></b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>A</b>	<b>B</b>	<b>C</b>
Gligandra .. .. .	1,176	1,505	1,584	1,203	1,532	1,611	1,184	1,477	1,546
Glen Innes .. .. .	1,008	1,344	1,532	1,023	1,431	1,569	1,007	1,414	1,575
Grafton .. .. .	1,079	1,588	1,737	1,060	1,561	1,718	993	1,467	1,649
Grenfell .. .. .	1,092	1,533	1,678	1,076	1,499	1,668	1,065	1,473	1,674
Griffith .. .. .	1,151	1,973	2,203	1,254	2,175	2,406	1,161	2,083	2,313
Gulgong .. .. .	1,084	1,941	1,440	1,162	1,432	1,527	1,121	1,417	1,490
Gunnedah .. .. .	1,027	1,417	1,507	1,127	1,512	1,658	1,046	1,445	1,593
Hay .. .. .	1,151	1,488	1,684	1,136	1,514	1,704	1,164	1,545	1,765
Inverell .. .. .	1,111	1,590	1,696	1,122	1,561	1,639	1,108	1,569	1,645
Junee .. .. .	1,077	1,756	1,800	1,123	1,781	1,787	1,095	1,770	1,806
Katoomba .. .. .	1,136	1,719	1,840	1,159	1,797	1,938	1,160	1,752	1,904
Kempsey .. .. .	1,086	1,527	1,607	1,106	1,599	1,691	1,068	1,539	1,639
Kiama .. .. .	1,145	1,507	1,606	1,145	1,507	1,606	1,152	1,514	1,614
Kurri Kurri .. .. .	1,156	1,545	1,605	1,150	1,619	1,673	1,108	1,497	1,588
Leeton .. .. .	1,176	1,854	1,861	1,216	1,890	1,972	1,190	1,908	1,980
Lismore .. .. .	1,167	1,696	1,879	1,101	1,561	1,703	1,085	1,604	1,766
Lithgow .. .. .	1,116	1,535	1,626	1,093	1,543	1,627	1,094	1,531	1,610
Maitland .. .. .	1,076	1,560	1,717	1,090	1,567	1,690	1,026	1,450	1,567
Moree .. .. .	1,194	1,734	1,869	1,155	1,666	1,917	1,149	1,617	1,872
Moss Vale .. .. .	1,075	1,562	1,680	1,126	1,701	1,797	1,086	1,652	1,751
Mudgee .. .. .	1,084	1,486	1,611	1,143	1,582	1,680	1,108	1,626	1,720
Narrabri .. .. .	1,066	1,434	1,579	1,163	1,557	1,712	1,089	1,519	1,666
Narrandera .. .. .	1,189	1,682	1,880	1,123	1,627	1,855	1,122	1,677	1,908
Nowra .. .. .	1,159	1,650	1,729	1,180	1,628	1,703	1,135	1,586	1,661
Orange .. .. .	1,045	1,615	1,760	1,082	1,619	1,746	1,067	1,643	1,771
Parkes .. .. .	1,096	1,570	1,732	1,132	1,685	1,855	1,077	1,630	1,758
Penrith .. .. .	1,047	1,448	1,570	1,069	1,509	1,634	1,098	1,545	1,624
Port Kembla .. .. .	1,109	1,484	1,548	1,166	1,655	1,764	1,137	1,699	1,821
Portland .. .. .	1,122	1,510	1,635	1,151	1,602	1,714	1,112	1,550	1,658
Queanbeyan .. .. .	1,135	1,747	1,879	1,169	1,827	1,956	1,141	1,600	1,700
Quirindi .. .. .	1,092	1,401	1,593	1,103	1,458	1,649	1,075	1,420	1,599
Richmond .. .. .	1,069	1,460	1,608	1,116	1,521	1,669	1,034	1,478	1,626
Scone .. .. .	1,057	1,489	1,606	1,064	1,497	1,574	1,050	1,488	1,636
Singleton .. .. .	1,098	1,460	1,592	1,177	1,539	1,621	1,096	1,508	1,611
Tamworth .. .. .	1,012	1,427	1,596	1,053	1,464	1,633	1,006	1,430	1,614
Taree .. .. .	1,059	1,562	1,706	1,134	1,610	1,827	1,103	1,621	1,772
Temora .. .. .	1,128	1,622	1,737	1,136	1,712	1,843	1,120	1,664	1,827
Tenterfield .. .. .	1,139	1,553	1,610	1,157	1,544	1,582	1,132	1,548	1,581
Tumut .. .. .	1,048	1,498	1,607	1,133	1,626	1,725	1,046	1,526	1,671
Ulmara .. .. .	1,054	1,448	1,527	1,088	1,450	1,549	1,045	1,407	1,538
Wagga Wagga .. .. .	1,065	1,707	1,822	1,066	1,770	1,800	1,056	1,786	1,794
Walcha .. .. .	1,093	1,379	1,626	1,078	1,440	1,621	1,048	1,463	1,618
Wellington .. .. .	1,101	1,373	1,512	1,111	1,492	1,645	1,058	1,415	1,577
Weston .. .. .	1,134	1,476	1,562	1,196	1,603	1,656	1,077	1,538	1,582
Windsor .. .. .	1,098	1,559	1,625	1,141	1,602	1,766	1,077	1,558	1,703
Wollongong .. .. .	1,126	1,718	1,789	1,147	1,706	1,762	1,117	1,665	1,698
Wyalong .. .. .	1,172	1,522	1,598	1,171	1,615	1,654	1,135	1,630	1,595
Yass .. .. .	1,072	1,595	1,681	1,149	1,593	1,724	1,127	1,593	1,749
Young .. .. .	1,052	1,585	1,676	1,057	1,582	1,643	1,056	1,632	1,701
Weighted Average for State (74 Towns) .. .. .	1,097	1,626	1,747	1,129	1,656	1,776	1,078	1,613	1,757
<b>VICTORIA—</b>									
Melbourne .. .. .	1,024	1,550	1,714	1,036	1,573	1,728	968	1,518	1,684
Ballarat .. .. .	1,047	1,321	1,489	1,040	1,316	1,485	1,002	1,297	1,491
Bendigo .. .. .	1,053	1,392	1,549	1,049	1,426	1,574	1,002	1,375	1,507
Geelong .. .. .	1,013	1,521	1,612	1,027	1,560	1,655	984	1,495	1,610
Warrnambool .. .. .	1,004	1,377	1,517	1,007	1,424	1,684	961	1,377	1,538
Ararat .. .. .	1,143	1,546	1,608	1,175	1,543	1,674	1,088	1,494	1,614
Bacchus Marsh .. .. .	1,032	1,493	1,611	1,013	1,467	1,573	1,033	1,494	1,573
Bairnsdale .. .. .	1,149	1,561	1,681	1,091	1,486	1,651	1,049	1,427	1,600
Beaconsfield .. .. .	1,111	1,407	1,473	1,102	1,407	1,447	1,047	1,333	1,382
Benalla .. .. .	1,079	1,441	1,533	1,076	1,427	1,488	1,057	1,433	1,504
Camperdown .. .. .	1,081	1,520	1,621	1,072	1,445	1,587	1,056	1,411	1,575
Casterton .. .. .	1,097	1,426	1,557	1,064	1,453	1,565	1,032	1,438	1,541
Castlemaine .. .. .	1,081	1,340	1,485	1,079	1,334	1,481	1,002	1,252	1,425
Colac .. .. .	1,046	1,588	1,709	1,025	1,558	1,685	1,009	1,568	1,696
Creswick .. .. .	1,048	1,180	1,200	1,055	1,186	1,249	1,006	1,131	1,190
Daylesford .. .. .	998	1,310	1,369	1,040	1,369	1,435	1,034	1,363	1,429
Dunolly .. .. .	1,060	1,218	1,271	1,055	1,206	1,272	1,023	1,194	1,234

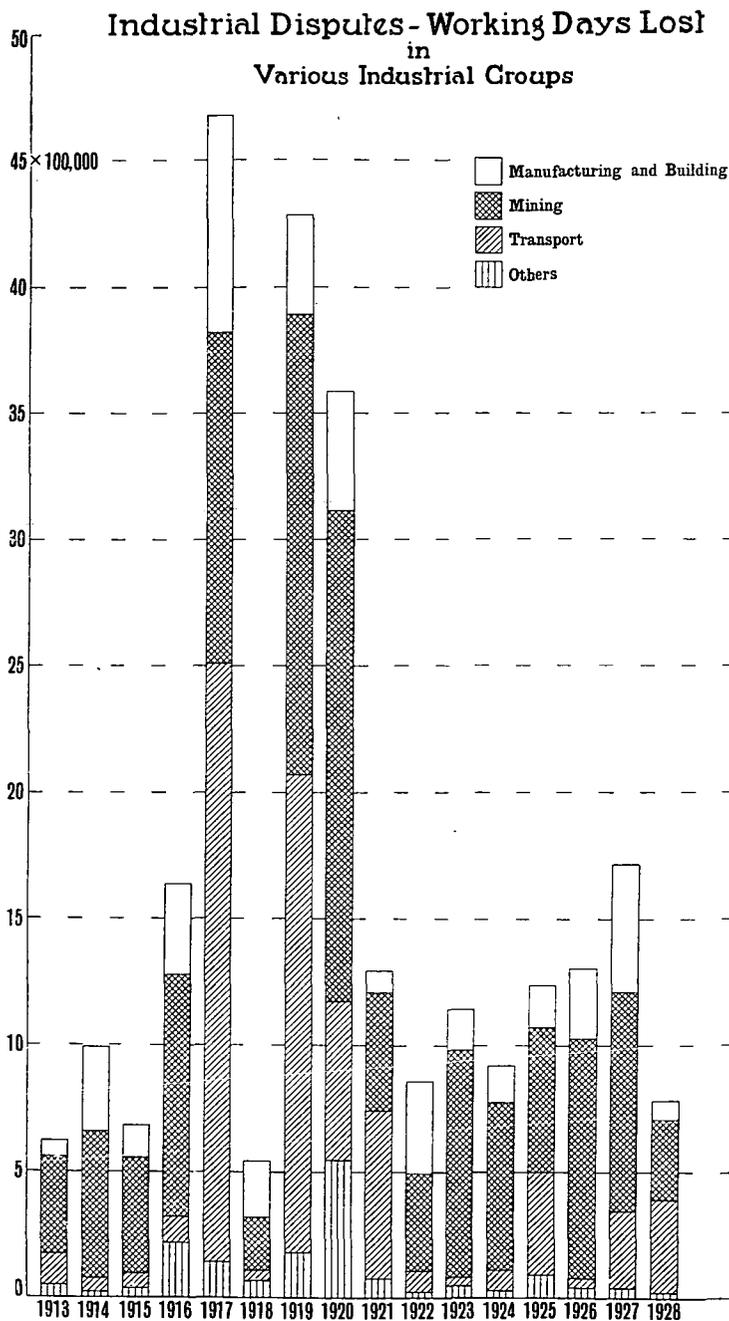
INDEX-NUMBERS.—COST OF FOOD, GROCERIES, AND HOUSING IN 200 TOWNS, ETC.—*continued.*

State and Town.	1926.			1927.			1928.		
	November.			November.			November.		
	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.
	A	B	C	A	B	C	A	B	C
<b>VICTORIA—continued.</b>									
Echuca .. .. .	1,084	1,436	1,594	1,091	1,483	1,634	1,017	1,433	1,593
Eurca .. .. .	1,071	1,404	1,542	1,103	1,422	1,586	1,083	1,427	1,590
Hamilton .. .. .	1,090	1,586	1,706	1,082	1,523	1,630	1,033	1,455	1,646
Healesville .. .. .	1,070	1,498	1,563	1,054	1,423	1,482	1,039	1,377	1,503
Horsham .. .. .	1,096	1,644	1,908	1,139	1,687	1,846	1,117	1,644	1,832
Kerang .. .. .	1,093	1,619	1,773	1,096	1,629	1,820	1,001	1,582	1,714
Koroit .. .. .	1,040	1,323	1,382	1,038	1,321	1,377	1,008	1,298	1,368
Korumburra .. .. .	1,029	1,473	1,605	1,118	1,679	1,877	1,038	1,476	1,580
Kyneton .. .. .	1,060	1,429	1,521	1,057	1,425	1,501	1,019	1,387	1,468
Lilydale .. .. .	1,094	1,506	1,637	1,088	1,450	1,648	1,025	1,404	1,563
Maffra .. .. .	1,042	1,700	1,798	1,031	1,632	1,722	981	1,559	1,639
Maldon .. .. .	1,037	1,175	1,228	1,066	1,222	1,284	1,040	1,185	1,238
Maryborough .. .. .	1,082	1,336	1,455	1,097	1,369	1,477	1,055	1,350	1,472
Mildura .. .. .	1,131	1,774	1,873	1,136	1,757	1,906	1,106	1,698	1,873
Morwell .. .. .	1,067	1,659	1,746	1,120	1,638	1,783	1,045	1,554	1,685
Nhill .. .. .	1,110	1,636	1,733	1,116	1,589	1,688	1,089	1,582	1,737
Orbost .. .. .	1,101	1,501	1,824	1,093	1,476	1,751	1,088	1,494	1,693
Portland .. .. .	1,105	1,444	1,533	1,081	1,394	1,522	1,047	1,376	1,474
Port Fairy .. .. .	1,072	1,362	1,486	1,062	1,391	1,470	1,035	1,347	1,424
St. Arnaud .. .. .	1,141	1,602	1,759	1,188	1,586	1,813	1,107	1,462	1,645
Sale .. .. .	1,045	1,515	1,677	1,021	1,409	1,588	984	1,342	1,532
Seymour .. .. .	1,123	1,454	1,533	1,135	1,497	1,543	1,105	1,438	1,566
Shepparton .. .. .	1,071	1,637	1,782	1,082	1,615	1,789	1,022	1,582	1,756
Stawell .. .. .	1,185	1,505	1,615	1,169	1,485	1,632	1,132	1,469	1,637
Swan Hill .. .. .	1,098	1,690	1,822	1,125	1,757	1,889	1,074	1,732	1,836
Terang .. .. .	1,117	1,512	1,651	1,086	1,459	1,604	1,023	1,417	1,537
Traralgon .. .. .	1,050	1,407	1,573	1,037	1,454	1,604	1,011	1,450	1,597
Wangaratta .. .. .	1,137	1,579	1,698	1,120	1,585	1,697	1,087	1,511	1,630
Warracknabeal .. .. .	1,139	1,639	1,742	1,076	1,636	1,699	1,067	1,587	1,743
Warragul .. .. .	1,079	1,609	1,767	1,062	1,608	1,743	994	1,496	1,672
Wonthaggi .. .. .	1,072	1,497	1,585	1,105	1,488	1,611	1,028	1,404	1,568
Weighted Average for State (48 Towns) .. .. .	1,033	1,531	1,686	1,043	1,550	1,700	981	1,497	1,658
<b>QUEENSLAND—</b>									
Brisbane .. .. .	1,041	1,411	1,569	1,004	1,389	1,553	997	1,392	1,528
Toowoomba .. .. .	1,022	1,362	1,491	968	1,291	1,444	948	1,252	1,419
Rockhampton .. .. .	1,094	1,399	1,521	1,052	1,362	1,482	1,046	1,331	1,449
Charters Towers .. .. .	1,217	1,484	1,579	1,200	1,481	1,542	1,163	1,510	1,598
Warwick .. .. .	1,076	1,405	1,536	1,026	1,370	1,509	998	1,344	1,409
Ayr .. .. .	1,160	1,584	1,711	1,170	1,631	1,762	1,183	1,643	1,775
Barcaldine .. .. .	1,232	1,587	1,646	1,249	1,545	1,663	1,253	1,582	1,678
Bowen .. .. .	1,179	1,607	1,706	1,139	1,528	1,656	1,136	1,531	1,697
Bundaberg .. .. .	1,040	1,371	1,496	1,032	1,363	1,416	1,030	1,329	1,441
Cairns .. .. .	1,205	1,797	1,907	1,174	1,731	1,876	1,115	1,656	1,773
Charleville .. .. .	1,214	1,658	1,828	1,154	1,631	1,771	1,139	1,578	1,812
Chillagoe .. .. .	1,251	1,550	1,610	1,225	1,489	1,541	1,236	1,499	1,552
Cloncurry .. .. .	1,298	1,603	1,709	1,231	1,616	1,729	1,253	1,648	1,779
Cooktown .. .. .	1,153	1,284	1,363	1,147	1,239	1,323	1,193	1,286	1,351
Cunnamulla .. .. .	1,227	1,654	1,687	1,235	1,695	1,761	1,186	1,647	1,706
Dalby .. .. .	1,063	1,431	1,524	1,011	1,350	1,449	1,009	1,362	1,454
Gayndah .. .. .	1,114	1,411	1,476	1,059	1,323	1,454	1,142	1,438	1,537
Gladstone .. .. .	1,097	1,352	1,492	1,040	1,303	1,435	1,052	1,341	1,440
Goondiwindi .. .. .	1,113	1,519	1,607	1,092	1,473	1,566	1,094	1,501	1,574
Gympie .. .. .	1,090	1,397	1,518	1,044	1,373	1,489	1,074	1,412	1,528
Hughenden .. .. .	1,276	1,723	1,830	1,245	1,738	1,870	1,239	1,719	1,844
Innisfail .. .. .	1,298	1,825	1,956	1,266	1,885	2,046	1,255	1,848	2,054
Ipswich .. .. .	1,096	1,454	1,524	1,033	1,339	1,487	1,069	1,394	1,524
Longreach .. .. .	1,260	1,654	1,760	1,252	1,613	1,772	1,228	1,561	1,762
Mackay .. .. .	1,094	1,576	1,730	1,086	1,590	1,694	1,103	1,637	1,730
Maryborough .. .. .	1,041	1,337	1,462	1,009	1,285	1,437	1,050	1,319	1,461
Mount Morgan .. .. .	1,117	1,328	1,367	1,100	1,258	1,284	1,111	1,243	1,295
Nambour .. .. .	1,103	1,520	1,623	1,080	1,441	1,586	1,098	1,470	1,572
Roma .. .. .	1,135	1,534	1,644	1,053	1,416	1,571	1,091	1,459	1,610
Stanthorpe .. .. .	1,155	1,484	1,537	1,015	1,337	1,528	1,036	1,395	1,517
Townsville .. .. .	1,216	1,733	1,894	1,186	1,672	1,771	1,191	1,677	1,763
Winton .. .. .	1,238	1,803	1,902	1,236	1,719	1,796	1,265	1,725	1,822
Weighted Average for State (32 Towns) .. .. .	1,080	1,448	1,586	1,042	1,412	1,555	1,040	1,415	1,542

INDEX-NUMBERS.—COST OF FOOD, GROCERIES, AND HOUSING IN 200 TOWNS, ETC.—*continued.*

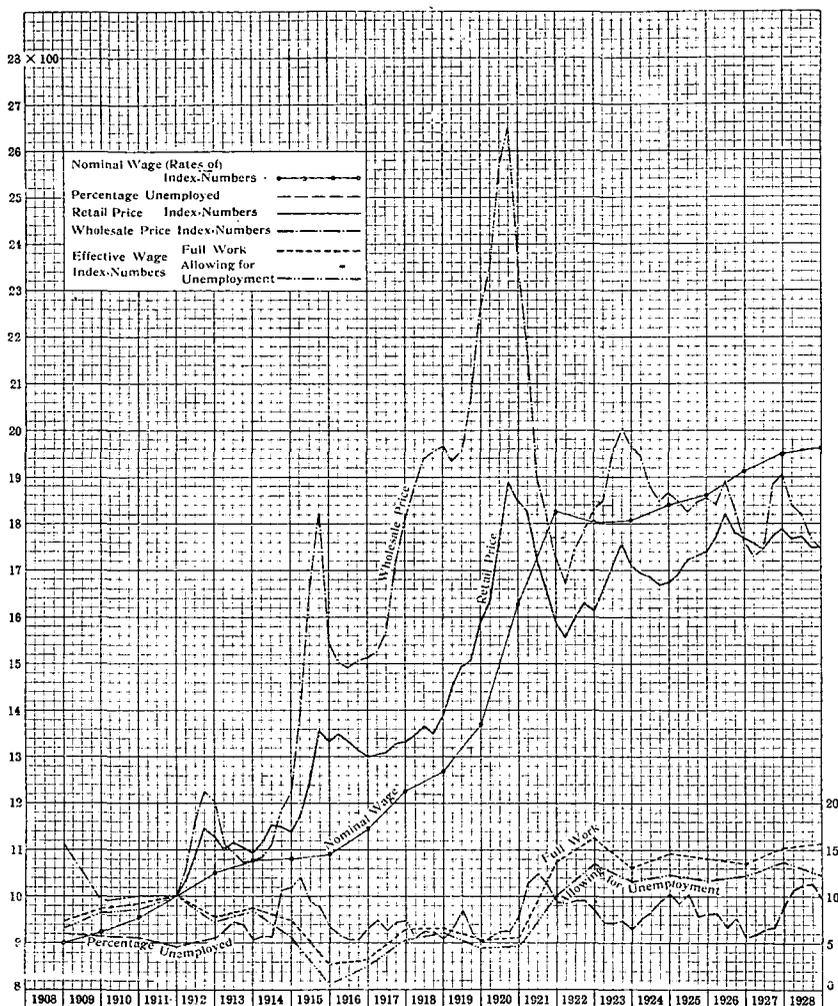
State and Town.	1926. November.			1927. November.			1928. November.		
	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.	Food and Groceries only.	Food, Groceries, and Rent of 4-Roomed Houses.	Food, Groceries, and Rent of 5-Roomed Houses.
<b>SOUTH AUSTRALIA—</b>									
Adelaide .. .. .	1,056	1,541	1,641	1,079	1,567	1,702	997	1,509	1,673
Kadina, etc. . . . .	1,120	1,370	1,458	1,116	1,370	1,462	1,098	1,328	1,422
Port Pirie .. . . .	1,137	1,515	1,615	1,109	1,490	1,594	1,073	1,452	1,564
Mount Gambier .. . . .	1,062	1,322	1,369	1,063	1,310	1,413	1,023	1,279	1,381
Peterborough .. . . .	1,149	1,566	1,647	1,158	1,568	1,655	1,161	1,572	1,656
Freeling .. . . .	1,073	1,487	1,580	1,063	1,424	1,490	1,083	1,392	1,507
Gawler .. . . .	1,085	1,425	1,504	1,052	1,395	1,480	1,040	1,364	1,471
Karunda .. . . .	1,030	1,208	1,327	1,062	1,266	1,326	1,063	1,204	1,277
Korunga .. . . .	1,074	1,272	1,360	1,090	1,419	1,485	1,060	1,389	1,455
Millicent .. . . .	996	1,328	1,414	991	1,317	1,402	965	1,340	1,402
Murray Bridge .. . . .	1,099	1,543	1,645	1,113	1,508	1,661	1,036	1,456	1,560
Port Augusta .. . . .	1,186	1,560	1,625	1,210	1,586	1,642	1,243	1,630	1,710
Quorn .. . . .	1,089	1,496	1,544	1,115	1,480	1,503	1,060	1,391	1,445
Victor Harbour .. . . .	1,085	1,592	1,750	1,078	1,604	1,802	1,034	1,561	1,758
Renmark .. . . .	1,206	1,654	1,763	1,191	1,651	1,743	1,207	1,657	1,800
Weighted Average for State (15 Towns) .. . . .	1,065	1,524	1,623	1,083	1,545	1,673	1,011	1,492	1,645
<b>WESTERN AUSTRALIA—</b>									
Perth and Fremantle .. . . .	1,062	1,510	1,620	1,052	1,516	1,649	1,126	1,593	1,718
Kalgoorlie and Boulder .. . . .	1,215	1,630	1,600	1,188	1,495	1,564	1,271	1,582	1,652
Northam .. . . .	1,163	1,577	1,739	1,157	1,628	1,750	1,196	1,642	1,795
Bunbury .. . . .	1,177	1,521	1,679	1,179	1,535	1,636	1,201	1,541	1,665
Geraldton .. . . .	1,168	1,609	1,745	1,172	1,610	1,777	1,162	1,659	1,839
Albany .. . . .	1,183	1,505	1,602	1,193	1,518	1,597	1,282	1,611	1,693
Beverley .. . . .	1,137	1,435	1,519	1,174	1,453	1,536	1,199	1,489	1,548
Bridgetown .. . . .	1,247	1,603	1,641	1,220	1,592	1,647	1,272	1,622	1,667
Broome .. . . .	1,428	2,020	2,152	1,380	1,963	2,104	1,390	1,926	2,015
Carnarvon .. . . .	1,301	1,795	1,926	1,327	1,821	1,985	1,321	1,795	1,963
Collie .. . . .	1,205	1,596	1,639	1,237	1,723	1,764	1,244	1,704	1,764
Greenbushes .. . . .	1,257	1,454	1,507	1,247	1,445	1,497	1,266	1,477	1,529
Katanning .. . . .	1,114	1,466	1,574	1,088	1,444	1,548	1,154	1,502	1,614
Leonora and Gwalia .. . . .	1,379	1,560	1,643	1,336	1,546	1,577	1,369	1,566	1,632
Meekatharra .. . . .	1,409	1,672	1,738	1,385	1,648	1,714	1,367	1,630	1,715
Narrogin .. . . .	1,156	1,639	1,788	1,131	1,671	1,789	1,185	1,759	1,843
Wagla .. . . .	1,133	1,479	1,528	1,093	1,428	1,537	1,182	1,544	1,636
York .. . . .	1,127	1,479	1,527	1,061	1,427	1,529	1,124	1,460	1,562
Weighted Average for State (18 Towns) .. . . .	1,098	1,522	1,627	1,087	1,525	1,648	1,155	1,596	1,713
<b>TASMANIA—</b>									
Hobart .. . . .	1,066	1,574	1,750	1,025	1,506	1,666	1,016	1,487	1,658
Launceston .. . . .	1,045	1,427	1,605	1,011	1,417	1,574	982	1,386	1,573
Burnie .. . . .	1,079	1,529	1,595	1,052	1,473	1,600	1,047	1,496	1,596
Devonport .. . . .	1,083	1,512	1,592	1,015	1,455	1,527	1,016	1,430	1,460
Queenstown .. . . .	1,193	1,403	1,443	1,150	1,430	1,440	1,130	1,394	1,407
Beaconsfield .. . . .	1,060	1,139	1,165	1,009	1,114	1,140	989	1,094	1,120
Campbelltown .. . . .	1,081	1,286	1,316	1,045	1,236	1,281	975	1,163	1,212
Deloraine .. . . .	1,014	1,389	1,428	978	1,320	1,373	953	1,295	1,348
Franklin .. . . .	1,072	1,309	1,335	1,021	1,231	1,284	1,024	1,235	1,288
New Norfolk .. . . .	1,045	1,367	1,436	998	1,333	1,406	995	1,317	1,403
Scottsdale .. . . .	1,059	1,357	1,432	986	1,284	1,359	980	1,265	1,379
Ulverstone .. . . .	1,057	1,321	1,452	1,026	1,335	1,460	1,000	1,315	1,421
Zeehan .. . . .	1,252	1,450	1,515	1,193	1,382	1,427	1,189	1,387	1,430
Weighted Average for State (13 Towns) .. . . .	1,069	1,502	1,654	1,028	1,455	1,594	1,013	1,434	1,583
Weighted Average for Australia (200 Towns) .. . . .	1,072	1,556	1,687	1,082	1,570	1,703	1,040	1,536	1,683

By deducting the index-number in column A from those in column B or C, the relative aggregate expenditure on housing accommodation can be ascertained. Thus for November, 1928, the index-number for food and groceries in Melbourne (column A) is 968. Subtracting this from 1,518 (column B) gives a difference of 550, which is the relative cost of house rent for houses of 4 rooms, and from 1,684 (column C) gives a difference of 716, which is the relative cost of house rent for houses of 5 rooms.



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.

RETAIL AND WHOLESALE PRICES, NOMINAL AND EFFECTIVE WAGE INDEX-NUMBERS, AND PERCENTAGE OF UNEMPLOYED.—AUSTRALIA, 1908 TO 1928.



NOTE.—The figures on the right represent the scale for the percentage unemployed according to trade-union returns. The figures on the left represent the scale for the several index-numbers, the year 1911 being taken in each case as base (= 1000). Since the end of the year 1911, the Retail Price Index-numbers (weighted average cost of food, groceries, and house rent for the six capital cities), and the Wholesale Price Index-number (Melbourne) are shown in each quarter, while unemployment percentages are shown quarterly since the end of the year 1912 only. The other index-numbers since 1913 refer to the average for the whole year, but for purposes of convenience are plotted on the graph as at the end, not the middle, of the year. Retail Price and Wholesale Price Index-numbers show the average level during the whole of each quarter, and they also for convenience are plotted at the end, and not the middle, of each quarter.

Similarly the relative cost of housing accommodation can be ascertained for each of the towns included.

A table showing the retail price index-numbers (food and groceries) for each of the thirty towns for various months since July, 1914, appeared in previous issues, but considerations of space preclude its repetition in the present issue. This table is, however, given in the Quarterly Summary of Australian Statistics issued by this Bureau.

#### § 4. Variations in the Cost of Food, Groceries, Rent, Clothing, and Miscellaneous Expenditure.

1. *General.*—The index-numbers in § 3 show the variations in the cost of food, groceries and house rent. The expenditure on these items covers approximately 60 per cent. of the total expenditure of the ordinary household. The balance is expended on clothing, boots, fuel, light, and such miscellaneous items as renewals of furniture, furnishings, drapery, crockery, lodge dues, trade union dues, recreation, newspapers, etc. The Royal Commission on the Basic Wage recommended in its report that a method should be adopted of ascertaining from time to time the rise and fall in the purchasing-power of money in its relation to the total household expenditure. The Government adopted the recommendation, and the duty of carrying out the necessary investigations was entrusted to the Bureau of Census and Statistics, which adopted the methods hereunder described.

2. *Methods Adopted.*—The Commission was concerned principally with the ascertainment of variations in the cost of the regimen described in the Indicator Lists published in its Report. It is clear, however, that restriction of the investigations of the Bureau of Census and Statistics in the way suggested by the Commission, would have limited their usefulness. It was decided, therefore, to apply to the extended investigation the method of index-numbers already used in the investigations into variations in the cost of food, groceries, and rent. The index-numbers may be used to determine accurately from time to time the rise and fall in the purchasing-power of money in relation to the reasonable standard of comfort for the typical family as outlined by the Commission, as well as for the determination of variations in any standard fixed by previous investigators, or which may be fixed in the future.

After careful investigation it was decided to adopt for food, groceries, and house rent, the commodities, method, and weighting used by this Bureau. The commodities and quantities adopted for food and groceries conform very closely to those given in the Indicator Lists of the Commission. With regard to rent, the Commission adopted a certain type of five-roomed house as its standard for determining the amount allowed for housing. The investigations made by this Bureau are not confined to a particular type of house, but the average rentals paid for houses of four and five rooms are taken. The results can be used with safety to show the variations in the type of house described by the Commission.

The investigations of this Bureau advisedly had been confined to food, groceries, and house rent, and it was necessary, therefore, to make investigations into the cost of clothing and miscellaneous expenditure. With regard to clothing, the Basic Wage Commission collected a large amount of information as to prices and life of articles, and this has been utilized in computing the index-numbers given in the following tables. Forms were sent out to retailers on which the prices of the articles at November, 1920, were given. These prices, so far as the capital cities are concerned (being in general the prices quoted by the firms to which the forms were sent), are the predominant prices, i.e., the price of the grade of the articles which is most in demand. The retailers were asked to quote for November, 1921, and for May, 1922, the prices of the same articles. In order to ascertain the change in expenditure, the quantities and life as given in the Indicator Lists of the Basic Wage Commission were used for "weighting" purposes to arrive at a weekly expenditure for clothing. This weekly expenditure is then multiplied by weights in the same manner as is the weekly expenditure on rent, thus giving an aggregate expenditure comparable with the aggregate expenditure on food and groceries and on rent.

With regard to Miscellaneous Expenditure, which covers a very wide field, inquiries were made as to variations in cost of fuel and light, household utensils, drapery, crockery, etc., also with regard to other items included in the Indicator Lists for Miscellaneous Expenditure, and the aggregate expenditure on these items has been computed in the same manner as that for clothing.

The item Groceries (not Food) has been omitted from Miscellaneous Expenditure, as the index-numbers of this Bureau cover the items allowed for, such as soap, starch, blue, etc.

3. **Period Selected as Base.**—For the new series of index-numbers November, 1914, was adopted as base owing to the difficulty of securing information with regard to prices of clothing and miscellaneous items for earlier years.

4. **Variations in Cost in the Capital Cities.\***—The index-numbers in the following table show the variations not only in each city from period to period, but also as between the various cities at any given period. Thus, the increase in cost in the six capital cities from November, 1914, was greatest in November, 1920, when it amounted to 69.7 per cent. The increase for the year 1928, compared with November, 1914, was 46.9 per cent. Further, in 1928 the cost of the commodities and services included was greatest in Sydney (1,516) and least in Brisbane (1,334).

#### INDEX-NUMBERS, TOTAL HOUSEHOLD EXPENDITURE, CAPITAL CITIES.— 1914 TO 1928.

(NOTE.—Weighted average cost in November, 1914, for all items in capital cities taken as base = 1,000).

Cities.	November.			Year.				
	1914.	1921.	1922.	1924.	1925.	1926.	1927.	1928.
Sydney ..	1,036	1,523	1,486	1,458	1,478	1,503	1,498	1,516
Melbourne ..	976	1,460	1,402	1,420	1,432	1,453	1,441	1,444
Brisbane ..	889	1,344	1,276	1,332	1,344	1,383	1,342	1,334
Adelaide ..	1,018	1,440	1,388	1,476	1,496	1,493	1,482	1,495
Perth ..	1,020	1,467	1,355	1,430	1,446	1,444	1,433	1,472
Hobart ..	990	1,556	1,450	1,529	1,496	1,506	1,453	1,425
Weighted Average	1,000	1,474	1,420	1,436	1,451	1,471	1,458	1,460

### § 5. Control of Trade, Prices, and House Rents.

In previous issues of the Year Book information was given as to the legislative measures enacted by Federal and State Parliaments for the control of trade, prices, and house rents.

In Queensland the Profiteering Prevention Act 1920, and the Fair Rents Act 1920, and in New South Wales the Fair Rents Act 1915, as subsequently amended, are still in force. The New South Wales Fair Rents (Amendment) Act, No. 32, 1928, removes shops and flats from the operation of the Act. The basis of fair rent is determined on evidence taken as to actual market value of the house. The Act provides that the landlord is not to receive less than 1½ per cent. over Commonwealth Bank rate of interest as rent. Similar legislative measures enacted by the other States and by the Federal Parliament have been repealed or allowed to expire by effluxion of time.

## B.—WAGES.

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

1. **General.**—Particulars of the operations of Wages Boards and Industrial and Arbitration Courts under the Commonwealth and State Acts for the regulation of wages, hours, and conditions of labour were first compiled to the 31st December, 1913, and reviews to the end of approximately quarterly periods appear in Labour Reports and Quarterly Summaries to the 31st December, 1928.

\* In Labour Report No. 19, index-numbers are given showing the relative cost from November, 1924 to end of 1928 in 30 of the principal towns in Australia.

2. Awards, Determinations, Industrial Agreements.—The following table gives a summary for each quarter for the years 1927 and 1928 :—

**AWARDS, DETERMINATIONS, AND INDUSTRIAL AGREEMENTS, 1927 AND 1928.**

State and Commonwealth.	1st Quarter.		2nd Quarter.		3rd Quarter.		4th Quarter.		Full Year.	
	Awards or Determinations made.	Agreements Filled.								
1927.										
New South Wales	31	10	42	8	47	8	43	7	163	33
Victoria ..	16	..	18	..	17	..	23	..	74	..
Queensland ..	7	6	18	4	10	3	21	5	56	18
South Australia	2	2	7	..	1	1	5	1	15	4
Western Australia	..	8	2	6	3	7	1	36	6	57
Tasmania ..	..	..	1	..	1	..	2	..	4	..
C'wth. Court ..	2	2	5	6	15	8	12	9	34	25
C'wth. Pub. Ser. Arbitrator ..	1	..	..	..	..	..	..	..	1	..
Total ..	59	28	93	24	94	27	107	58	353	137
1928.										
New South Wales	16	4	26	10	20	4	31	18	93	36
Victoria ..	16	..	21	..	20	..	16	..	73	..
Queensland ..	1	4	11	8	11	4	11	11	34	27
South Australia	2	1	6	1	4	2	2	..	14	4
Western Australia	3	12	2	6	3	5	11	5	19	28
Tasmania ..	3	1	2	1	4	..	1	1	10	3
C'wth. Court ..	8	7	5	5	10	3	17	15	40	30
C'wth. Pub. Ser. Arbitrator ..	..	..	..	..	5	..	1	..	6	..
Total ..	49	29	73	31	77	18	90	50	289	128

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

**BOARDS AUTHORIZED, ETC., AWARDS, ETC.—AUSTRALIA, 1913, 1925 TO 1928.**

Dates.	Boards Authorized.	Boards Constituted.	Boards which had made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913 .. ..	505	501	387(b)	575(c)	401
31st December, 1925 .. ..	575	541	524	1,181	607
31st December, 1926 .. ..	599	565	538	1,262	681
31st December, 1927 .. ..	613	547	534	1,358	744
31st December, 1928 .. ..	634	579	559	1,424	777

(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 1928, the number of awards or determinations and industrial agreements\* in force had

\* 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.

increased by 849 and 376 respectively over the number in force at the 31st December, 1913.

(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.—SUMMARY, 1913, 1927, AND 1928.**

Particulars.	At 31st Dec.	Commonwealth		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
		Court.	Pub. Ser. Arb.							
<i>Boards, Authorized, etc. (a)—</i>										
Boards authorized ..	{ 1913 .. ..	..	..	(b) 216	135	75	56	..	23	505
	{ 1927 .. ..	..	..	300	183	2	76	3	49	613
	{ 1928 .. ..	..	..	306	185	2	76	11	54	634
Boards constituted ..	{ 1913 .. ..	..	..	(b) 223	132	74	51	..	21	501
	{ 1927 .. ..	..	..	298	176	2	25	3	43	547
	{ 1928 .. ..	..	..	306	178	2	28	11	54	579
Boards which have made Awards or Determinations in force ..	{ 1913 .. ..	..	..	123	123	74	47	..	19	386
	{ 1927 .. ..	..	..	273	169	..	53	..	39	534
	{ 1928 .. ..	..	..	277	167	..	54	10	51	559
<i>Awards and Determinations—</i>										
Awards and Determinations in force ..	{ 1913 .. ..	17	..	(c) 265	127	73	54	18	21	575
	{ 1927 (d) 223	86	..	398	180	248	112	110	51	1,358
	{ 1928 (d) 230	87	..	444	182	250	109	121	51	1,424
<i>State Awards and Determinations—</i>										
Applying to whole State	{ 1913 .. ..	..	..	32	8	8	..	..	15	58
	{ 1927 .. ..	..	..	89	66	70	16	5	41	287
	{ 1928 .. ..	..	..	130	67	71	17	6	41	332
Applying to Metropolitan area ..	{ 1913 .. ..	..	..	58	..	28	53	13	1	153
	{ 1927 .. ..	..	..	103	2	62	65	61	1	294
	{ 1928 .. ..	..	..	101	2	63	62	65	1	294
Applying to Metropolitan and Country areas ..	{ 1913 .. ..	..	..	49	105	1	..	1	5	161
	{ 1927 .. ..	..	..	134	99	52	2	10	7	304
	{ 1928 .. ..	..	..	132	100	52	2	13	7	306
Applying to Country areas	{ 1913 .. ..	..	..	126	14	41	1	4	..	186
	{ 1927 .. ..	..	..	72	13	64	29	34	2	214
	{ 1928 .. ..	..	..	81	13	64	28	37	2	225
<i>Commonwealth Court Awards—</i>										
Awards in force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1927 .. ..	..	..	131	156	41	126	46	85	..
	{ 1928 .. ..	..	..	140	163	50	130	45	87	..
<i>Commonwealth Public Service Arbitrator—</i>										
Determinations in force in each State (d)	{ 1927 .. ..	..	..	34	29	27	27	27	26	..
	{ 1928 .. ..	..	..	39	33	31	31	31	30	..
<i>Industrial Agreements—</i>										
In force ..	{ 1913 .. ..	228	..	75	..	5	11	82	..	401
	{ 1927 .. ..	260	..	177	..	108	51	144	4	744
	{ 1928 .. ..	278	..	162	..	132	55	144	6	777
C'wealth Agreements in force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1927 .. ..	..	..	97	103	31	27	19	23	..
	{ 1928 .. ..	..	..	103	110	33	34	23	30	..

(a) The figures for New South Wales are exclusive of Demarcation Boards.

(b) Including Boards which were subsequently dissolved, owing to alteration in the sectional arrangement of industries and callings.

(c) Omitting a number of awards which expired on the 31st December, 1913.

(d) Includes awards for sectional parts of an industry or trade, and also awards regarding which definite information whether such awards have been superseded is not available.

## § 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 Commonwealth Bureau of Census and Statistics 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 obviously 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 total number of occupations for which particulars of wages are available since 1901 is 652. Since 1913, when the

scope of the inquiry was extended to 930 specified industries and 4,256 adult occupations (3,948 male and 308 female), the number of occupations included in the comparative computations has been kept constant.

The index-numbers for male adult workers are computed with the weighted average wage in 1911 as base (= 1,000) in order that comparisons might more readily be made between these index-numbers and the retail prices index-numbers which are also computed to the year 1911 as base. In the case of females, however, it has not been possible to secure information for 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 in the Appendix to Labour Report, No. 19.

2. Weekly Rates of Wage, 1923 to 1928.—(i) *General*. The arithmetical average of the rates of wage given in the Appendix referred to furnishes the basis for the computation of relative weighted wages in the different States and industrial groups.

(ii) *Adult Males—States*. The following table gives the weighted average nominal weekly rates of wage payable to adult male workers at the 31st December in the years 1923 to 1928 for a full week's work in each State and Australia, together with index-numbers computed with the average for Australia for the year 1911 as base (= 1,000).

**WAGES.—ADULT MALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS, 31st DECEMBER, 1923 TO 1928.**

NOTE.—Index-numbers based on the average wage for Australia in 1911 (51s. 3d.) as base (= 1,000). The index-numbers in this table are comparable throughout.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia. (a)
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, 1923 ..	94 6	95 7	94 2	90 9	94 2	92 4	94 4
31st December, 1924 ..	93 6	95 5	95 9	91 10	94 8	92 6	94 3
31st December, 1925 ..	96 0	97 2	99 11	94 4	97 0	93 5	96 9
31st December, 1926 ..	100 5	99 6	100 1	95 8	98 9	94 10	99 4
31st December, 1927 ..	101 10	100 3	100 1	96 7	98 10	93 10	100 2
31st March, 1928 ..	102 8	100 9	100 11	96 7	99 1	93 10	100 9
30th June, 1928 ..	102 7	100 4	100 11	96 8	99 3	93 5	100 7
30th September, 1928 ..	102 8	100 3	100 11	96 9	99 7	93 6	100 7
31st December, 1928 ..	102 7	99 8	101 2	96 2	99 6	93 3	100 5

**INDEX-NUMBERS.**

31st December, 1923 ..	1,844	1,865	1,837	1,770	1,838	1,802	1,840
31st December, 1924 ..	1,824	1,862	1,868	1,791	1,847	1,805	1,839
31st December, 1925 ..	1,873	1,897	1,950	1,841	1,893	1,823	1,887
31st December, 1926 ..	1,959	1,941	1,952	1,867	1,927	1,851	1,938
31st December, 1927 ..	1,988	1,957	1,953	1,885	1,928	1,832	1,955
31st March, 1928 ..	2,004	1,966	1,970	1,885	1,934	1,831	1,966
30th June, 1928 ..	2,002	1,958	1,969	1,887	1,936	1,823	1,963
30th September, 1928 ..	2,003	1,956	1,969	1,888	1,942	1,825	1,963
31st December, 1928 ..	2,001	1,944	1,974	1,877	1,941	1,820	1,959

(a) Weighted average.

The results show that at the 31st December, 1928, the weighted average nominal weekly rate of wage was highest in New South Wales, followed in the order named by Queensland, Victoria, Western Australia, South Australia, and Tasmania. During 1924, wages decreased in New South Wales and Victoria, but there was sufficient movement in the opposite direction in the remaining States to allow the weighted average for Australia as a whole to remain practically stationary. Nominal wages showed an upward trend in all States during 1925. The movement of nominal wages during 1926

was progressively upward in all States, with the exception of the final quarter, when all States except New South Wales and Western Australia showed decreases. The steady rise however continued in the weighted average wage for Australia, mainly due to the substantial rise in New South Wales in the final quarter. The upward tendency was again manifest during 1927 in all States excepting Queensland and Tasmania. In the former State the weighted average nominal wage remained stationary throughout the year, whilst in the latter there was a gradual decline. The upward movement during 1927 continued to the first quarter of 1928, when the nominal rate of wage for Australia reached the highest point so far recorded, viz., 100s. 9d. During the remainder of the year there was a decline in four States, and in Australia as a whole, while increases were recorded in Queensland and Western Australia. The decrease in the nominal rate of wage during this period was greatest in Victoria. The percentage increases during the period 1923 to 1928, were as follows:—New South Wales with 8.5 per cent.; followed by Queensland, 7.4 per cent.; South Australia, 6.0 per cent.; Western Australia, 5.7 per cent.; Victoria, 4.3 per cent.; and Tasmania, 1.0 per cent. The increase in the weighted average for Australia was 6.5 per cent.

(iii) *Adult Males—Industrial Groups.* The following table shows (a) the average weekly rate of wage in each of the fourteen industrial groups, (b) the weighted average wage for all groups combined, and (c) index-numbers based on the average wage for all groups in 1911 (51s. 3d.), as base (= 1,000):—

**WAGES.—ADULT MALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH INDUSTRIAL GROUP, 31st DECEMBER, 1924 TO 1928.**

NOTE.—Index-numbers for each industrial group and all industrial groups, based on the average wage for all groups in 1911 (51s. 3d.), as base (= 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., 1924.	31st Dec., 1925.	31st Dec., 1926.	31st Dec., 1927.	31st March, 1928.	30th June, 1928.	30th Sept., 1928.	31st Dec., 1928.
	<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 .. 99.7 Index-No. 1,943	101.2 1,973	104.5 2,037	104.6 2,039	104.11 2,047	104.7 2,040	104.7 2,041	103.11 2,028
II. Engineering, etc.	Wage .. 97.5 Index-No. 1,901	100.4 1,957	102.0 1,991	102.10 2,006	102.11 2,006	102.8 2,003	102.8 2,004	102.1 1,993
III. Food, Drink, etc.	Wage .. 94.0 Index-No. 1,835	96.6 1,883	98.9 1,926	99.8 1,944	99.10 1,948	99.11 1,950	99.11 1,950	99.9 1,947
IV. Clothing, Boots, etc.	Wage .. 93.0 Index-No. 1,815	93.2 1,817	96.6 1,883	98.3 1,917	99.4 1,938	99.11 1,949	99.9 1,946	99.4 1,939
V. Books, Printing, etc.	Wage .. 108.3 Index-No. 2,113	109.6 2,137	111.5 2,173	113.7 2,216	114.1 2,227	114.7 2,235	114.2 2,228	117.10 2,299
VI. Other Manu- facturing	Wage .. 95.6 Index-No. 1,863	98.2 1,915	100.6 1,961	100.4 1,977	101.7 1,983	101.2 1,973	101.2 1,974	100.8 1,964
VII. Building	Wage .. 105.6 Index-No. 2,058	108.5 2,115	110.9 2,160	112.10 2,202	113.2 2,207	112.9 2,200	112.10 2,202	112.4 2,191
VIII. Mining, etc.	Wage .. 104.2 Index-No. 2,033	108.7 2,119	109.6 2,137	109.9 2,142	110.0 2,146	110.1 2,143	110.1 2,147	109.10 2,143
IX. Railways, etc.	Wage .. 96.11 Index-No. 1,892	100.6 1,962	102.6 2,001	103.1 2,012	103.9 2,024	102.9 2,005	102.11 2,008	102.2 1,994
X. Other Land Transport	Wage .. 89.4 Index-No. 1,744	93.3 1,820	95.6 1,863	97.4 1,900	97.4 1,898	96.11 1,892	96.11 1,892	96.3 1,878
XI. Shipping, etc. (a)	Wage .. 97.10 Index-No. 1,908	104.8 2,043	103.7 2,020	103.7 2,021	104.8 2,043	104.3 2,034	104.5 2,038	103.3 2,014
XII. Agricultural, etc. (b)	Wage .. 85.10 Index-No. 1,675	87.4 1,704	93.5 1,823	94.3 1,839	95.10 1,869	95.9 1,869	95.9 1,869	95.9 1,869
XIII. Domestic, etc. (b)	Wage .. 86.0 Index-No. 1,678	89.1 1,738	90.10 1,772	93.3 1,820	93.9 1,820	93.3 1,820	93.3 1,820	93.3 1,820
XIV. Miscellaneous	Wage .. 92.2 Index-No. 1,798	93.11 1,833	95.6 1,863	96.0 1,872	96.4 1,880	96.3 1,877	96.2 1,877	96.2 1,874
All Industrial Groups (c)	Wage .. 94.3 Index-No. 1,839	96.9 1,887	99.4 1,938	100.2 1,955	100.9 1,966	100.7 1,963	100.7 1,963	100.5 1,959

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

The foregoing table shows that the rate of increase in the weighted average weekly wage in occupations and callings classified in the fourteen industrial groups during the period 31st December, 1924 to 1928, was greatest in Group XII. (Agricultural, etc.), 11.6 per cent; followed by Group V. (Books, Printing, etc.), 8.9 per cent.; Group XIII. (Domestic, etc.), 8.4 per cent.; and Group X. (Other Land Transport), 7.8 per cent.

The smallest increase occurred in Group XIV. (Miscellaneous), 4.2 per cent. Compared with the fourth quarter of 1927, increases occurred in six groups, while in seven groups decreases were recorded. No change took place in Group XIII. (Domestic, etc.). The increase was greatest in Group IV. (Books, Printing, etc.), 3.7 per cent.; followed by Group XII. (Agricultural, etc.), 1.6 per cent.; and Group IV. (Clothing, Boots, etc.), 1.1 per cent. The greatest decrease occurred in Group X. (Other Land Transport), and amounted to 1.2 per cent. The weighted average nominal rate of wage for all Groups increased from 100s. 2d. to 100s. 5d., or 0.2 per cent. during the twelve months under review.

(iv) *Adult Females—States.* The following table shows the weighted average weekly rate of wage payable to adult female workers for a full week's work in each State and Australia at the dates specified. Index-numbers are given also for each State based on the average weekly wage at the end of each of the periods indicated, computed with the weighted average wage for all States at the 30th April, 1914, as base (= 1,000).

**WAGES.—ADULT FEMALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS 31st DECEMBER, 1923 TO 1928.**

NOTE.—Index-numbers based on the average wage for Australia at the 30th April, 1914 (27s. 2d.) as base (= 1,000). The index-numbers in this table are comparable throughout.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.(a)
No. of Occupations Included ..	85	87	37	47	24	28	308

**RATES OF WAGE.**

	<i>s.</i>	<i>d.</i>												
31st December, 1923 ..	49	3	49	5	50	5	46	4	56	4	48	6	49	6
31st December, 1924 ..	49	1	49	7	50	10	46	6	56	11	50	3	49	7
31st December, 1925 ..	49	8	50	8	51	9	48	10	57	6	50	2	50	7
31st December, 1926 ..	50	8	51	11	52	10	50	0	58	6	51	8	51	8
31st December, 1927 ..	53	0	52	7	53	5	49	11	58	8	52	7	52	10
31st March, 1928 ..	53	6	53	3	54	7	50	9	58	10	53	5	53	7
30th June, 1928 ..	53	8	53	6	54	10	51	2	58	10	53	8	53	9
30th September, 1928 ..	53	8	53	5	54	9	51	2	58	10	53	5	53	8
31st December, 1928 ..	53	7	53	9	54	10	50	11	58	10	53	4	53	10

**INDEX-NUMBERS.**

31st December, 1923 ..	1,812	1,819	1,855	1,704	2,075	1,785	1,821
31st December, 1924 ..	1,807	1,824	1,872	1,710	2,094	1,850	1,826
31st December, 1925 ..	1,827	1,866	1,904	1,796	2,116	1,845	1,861
31st December, 1926 ..	1,865	1,911	1,944	1,839	2,152	1,902	1,902
31st December, 1927 ..	1,950	1,934	1,966	1,838	2,160	1,935	1,945
31st March, 1928 ..	1,970	1,961	2,009	1,868	2,164	1,967	1,971
30th June, 1928 ..	1,975	1,969	2,017	1,883	2,164	1,976	1,978
30th September, 1928 ..	1,974	1,967	2,016	1,883	2,164	1,965	1,976
31st December, 1928 ..	1,973	1,979	2,017	1,875	2,164	1,965	1,980

(a) Weighted average.

As in the case of male occupations, female wages increased rapidly up to December, 1921, but in 1922 reductions were recorded. There was an increase in each State during 1923, with the exception of Western Australia, where the wages remained stationary. The upward tendency was continued during 1924 with increases in all States with the exception of New South Wales. Further increases were recorded during 1925, with the exception of Tasmania, while all States showed a rise in 1926. This increase was maintained during 1927 in all States, with the exception of South Australia. There was an increase in the nominal rates of wage in all States during 1928, with the result that the average wage for females for Australia increased from 52s. 10d. at 31st December, 1927, to 53s. 10d. by the end of 1928.

(v) *Adult Females—Industrial Groups.* The following table gives particulars of the weighted average weekly rate of wage payable to adult female workers in the industrial groups in which they are mainly employed, and in all groups combined. Taking the average wage for all groups at the 30th April, 1914, as base (= 1,000), index-numbers are given computed on the average rate of wage ruling at the end of each period indicated.

**WAGES.—ADULT FEMALES—WEIGHTED AVERAGE NOMINAL WEEKLY RATE PAYABLE FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH INDUSTRIAL GROUP, 31st DECEMBER, 1923 TO 1928.**

NOTE.—Index-numbers for each Industrial Group and all Industrial Groups, based on the average wage for all groups at 30th April, 1914 (27s. 2d.), as base (= 1,000). The index-numbers in this table are comparable throughout.

Date.	Industrial Group.						All Groups. (b).
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI., All Other Manufacturing.	XIII. Domestic, Hotels, etc. (a).	XIV. Miscel- laneous.		
<b>RATES OF WAGE.</b>							
	<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, 1923 ..	44 1	50 1	48 10	49 5	49 6	49 6	
31st December, 1924 ..	45 2	49 7	49 6	49 7	50 7	49 7	
31st December, 1925 ..	45 8	50 1	51 2	51 0	52 0	50 7	
31st December, 1926 ..	47 8	51 7	52 10	52 0	52 0	51 8	
31st December, 1927 ..	48 9	52 7	53 2	54 5	52 8	52 10	
31st March, 1928 ..	48 9	53 11	53 8	54 5	52 8	53 7	
30th June, 1928 ..	48 11	54 3	53 7	54 5	52 10	53 9	
30th September, 1928..	49 0	54 3	53 5	54 5	52 10	53 8	
31st December, 1928 ..	49 3	54 2	53 1	55 1	52 10	53 10	
<b>INDEX-NUMBERS.</b>							
31st December, 1923 ..	1,622	1,842	1,799	1,819	1,821	1,821	
31st December, 1924 ..	1,661	1,826	1,821	1,824	1,862	1,826	
31st December, 1925 ..	1,682	1,844	1,884	1,877	1,914	1,861	
31st December, 1926 ..	1,754	1,900	1,943	1,912	1,914	1,902	
31st December, 1927 ..	1,793	1,936	1,958	2,001	1,937	1,945	
31st March, 1928 ..	1,793	1,986	1,975	2,003	1,937	1,971	
30th June, 1928 ..	1,800	1,997	1,972	2,003	1,946	1,978	
30th September, 1928..	1,803	1,995	1,965	2,003	1,946	1,976	
31st December, 1928 ..	1,813	1,993	1,954	2,029	1,946	1,980	

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

(b) Weighted average.

The greatest increase in the weekly rate of wage during the period under review occurred in Group III. (Food, Drink, etc.), 11.7 per cent.; followed by Group XIII. (Domestic, Hotels, etc.), 11.5 per cent.; Group I., II., V. and VI. (All Other Manufacturing), 8.6 per cent.; and Group IV. (Clothing, etc.), 8.2 per cent. The weighted average weekly rate for all groups was 8.7 per cent. higher at the end of 1928 than at the 31st December, 1923.

During the year 1928 wages in all groups maintained an upward trend as compared with 1927, the greatest increase occurring in Group IV., 2.9 per cent.; followed by Group XIII., 1.4 per cent.; and Group III., 1.1 per cent. The weighted average for all groups increased by 1.8 per cent.

**3. Relative Hours of Labour and Hourly Rates of Wage, 1924 to 1928.—(i) General.** The rates of wage referred to in preceding paragraphs relate to the minimum 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. In order to secure what may be for some purposes a more adequate standard of comparison, it is desirable to reduce the comparison 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 1924 to 1928. 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 were supplied in land occupations, and the value of victualling 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 for the last five years for adult males and females are given in the table hereunder:—

**WEEKLY AND HOURLY WAGES AND HOURS OF LABOUR.—ADULT WORKERS, 1924 TO 1928.**

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus.
<b>MALE WORKERS.</b>								
31st Dec. 1924	Weekly Wage (a)	s. d. 93 6	s. d. 95 5	s. d. 95 9	s. d. 91 10	s. d. 94 8	s. d. 92 6	s. d. 94 3
	Working Hours (b)	46.75	46.99	45.40	46.98	46.52	47.26	46.66
	Hourly Wage (b)	2/0½	2/1	2/1½	1/11½	2/0½	1/11½	2/0½
31st Dec., 1925	Weekly Wage (a)	s. d. 96 0	s. d. 97 2	s. d. 99 11	s. d. 94 4	s. d. 97 0	s. d. 93 5	s. d. 96 9
	Working Hours (b)	46.76	46.98	43.88	46.97	46.26	47.25	46.44
	Hourly Wage (b)	2/1½	2/1½	2/3½	2/0½	2/1½	2/-	2/1½
31st Dec., 1926	Weekly Wage (a)	s. d. 100 5	s. d. 99 6	s. d. 100 1	s. d. 95 8	s. d. 98 9	s. d. 94 10	s. d. 99 4
	Working Hours (b)	44.55	46.94	43.95	46.95	45.80	47.27	45.57
	Hourly Wage (b)	2/3½	2/2	2/4	2/0½	2/2½	2/0½	2/2½
31st Dec., 1927	Weekly Wage (a)	s. d. 101 10	s. d. 100 3	s. d. 100 1	s. d. 96 7	s. d. 98 10	s. d. 93 10	s. d. 100 2
	Working Hours (b)	44.44	46.82	43.96	46.78	45.75	47.16	45.46
	Hourly Wage (b)	2/3½	2/2½	2/4	2/1½	2/2½	2/0½	2/2½
31st Dec., 1928	Weekly Wage (a)	s. d. 102 7	s. d. 99 8	s. d. 101 2	s. d. 96 2	s. d. 99 6	s. d. 93 3	s. d. 100 5
	Working Hours (b)	44.17	46.70	43.96	46.67	45.30	46.85	45.27
	Hourly Wage (b)	2/4	2/2	2/4	2/1	2/2½	2/0	2/3
<b>FEMALE WORKERS.</b>								
31st Dec., 1924	Weekly Wage	s. d. 49 1	s. d. 49 7	s. d. 50 10	s. d. 46 6	s. d. 56 11	s. d. 50 3	s. d. 49 7
	Working Hours	45.98	46.08	45.60	46.10	45.97	47.86	46.02
	Hourly Wage	1/0½	1/1	1/1½	1/-	1/2½	1/0½	1/1
31st Dec., 1925	Weekly Wage	s. d. 49 8	s. d. 50 8	s. d. 51 9	s. d. 48 10	s. d. 57 6	s. d. 50 2	s. d. 50 7
	Working Hours	46.17	45.83	44.00	46.10	45.57	47.86	45.78
	Hourly Wage	1/1	1/1½	1/2	1/0½	1/3½	1/0½	1/1½
31st Dec., 1926	Weekly Wage	s. d. 50 8	s. d. 51 11	s. d. 52 10	s. d. 50 0	s. d. 58 6	s. d. 51 8	s. d. 51 8
	Working Hours	44.02	45.60	44.01	46.10	45.57	47.86	44.94
	Hourly Wage	1/1½	1/1½	1/2½	1/1	1/3½	1/1	1/1½
31st Dec., 1927	Weekly Wage	s. d. 53 0	s. d. 52 7	s. d. 53 5	s. d. 49 11	s. d. 58 8	s. d. 52 7	s. d. 52 10
	Working Hours	44.02	45.58	44.01	46.10	45.57	47.86	44.94
	Hourly Wage	1/2½	1/1½	1/2½	1/1	1/3½	1/1½	1/2
31st Dec., 1928	Weekly Wage	s. d. 53 7	s. d. 53 9	s. d. 54 10	s. d. 50 11	s. d. 58 10	s. d. 53 4	s. d. 53 10
	Working Hours	43.93	45.40	44.01	46.03	45.57	46.07	44.79
	Hourly Wage	1/2½	1/2½	1/3	1/1½	1/3½	1/2	1/2½

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

(iii) *Index-numbers.* There was a diminution in each of the States during the year 1921 in the number of working hours constituting a full week's work for male and female occupations, but during 1922 and 1923 certain increases in hours were recorded, principally in New South Wales. The tendency in a majority of the States during the years 1924 to 1928 has been 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.) as awarded by the Commonwealth Court. The hours of work per week for female employees were reduced slightly during the year. 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. In each instance (male and female occupations separately) the basis taken is the weighted average for Australia at the 30th April, 1914 (= 1,000).

**WEEKLY AND HOURLY WAGE INDEX-NUMBERS.—ADULT WORKERS, 1924 TO 1928.**

NOTE.—Weighted average for Australia at 30th April, 1914, as base (= 1,000).

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
<b>MALE WORKERS.</b>								
31st Dec., 1924	{ Weekly Wage ..	1,696	1,731	1,737	1,665	1,717	1,679	1,710
	{ Hourly Wage (a) ..	1,761	1,790	1,838	1,709	1,771	1,706	1,774
31st Dec., 1925	{ Weekly Wage ..	1,741	1,763	1,813	1,712	1,760	1,695	1,755
	{ Hourly Wage (a) ..	1,808	1,823	1,988	1,761	1,827	1,723	1,829
31st Dec., 1926	{ Weekly Wage ..	1,821	1,805	1,815	1,735	1,791	1,721	1,802
	{ Hourly Wage (a) ..	1,944	1,864	1,997	1,776	1,878	1,746	1,900
31st Dec., 1927	{ Weekly Wage ..	1,848	1,819	1,816	1,753	1,792	1,703	1,817
	{ Hourly Wage (a) ..	1,980	1,880	1,998	1,800	1,882	1,731	1,920
31st Dec., 1928	{ Weekly Wage ..	1,860	1,808	1,835	1,745	1,805	1,692	1,821
	{ Hourly Wage (a) ..	2,004	1,867	2,001	1,788	1,916	1,728	1,928
<b>FEMALE WORKERS.</b>								
31st Dec., 1924	{ Weekly Wage ..	1,807	1,824	1,872	1,710	2,094	1,850	1,826
	{ Hourly Wage ..	1,929	1,943	2,017	1,821	2,236	1,898	1,949
31st Dec., 1925	{ Weekly Wage ..	1,827	1,866	1,904	1,796	2,116	1,845	1,861
	{ Hourly Wage ..	1,944	2,000	2,125	1,913	2,280	1,893	1,995
31st Dec., 1926	{ Weekly Wage ..	1,865	1,911	1,944	1,839	2,152	1,902	1,902
	{ Hourly Wage ..	2,080	2,059	2,169	1,959	2,319	1,952	2,078
31st Dec., 1927	{ Weekly Wage ..	1,950	1,934	1,966	1,838	2,160	1,935	1,945
	{ Hourly Wage ..	2,175	2,084	2,193	1,958	2,327	1,985	2,125
31st Dec., 1928	{ Weekly Wage ..	1,973	1,979	2,017	1,875	2,164	1,964	1,980
	{ Hourly Wage ..	2,205	2,140	2,250	2,003	2,333	2,092	2,172

(a) See footnote to following table.

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 male workers in each State and Australia at the 31st December, 1924 to 1928. Index-numbers are given also for each State based on the weekly average hours at the end of each of the periods specified, computed with the weighted average hours of labour for Australia at the 30th April, 1914, as base (= 1,000).

**HOURS OF LABOUR.—WEEKLY INDEX-NUMBERS, ADULT MALES, 1924 TO 1928.**

NOTE.—Index-numbers based on the average hours of labour for Australia at the 30th April, 1914 (48.93) as base (= 1,000). The index-numbers in this table are comparable throughout. Overtime is excluded.

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
31st Dec., 1924	{ Weighted average weekly hours of labour (a) ..	46.75	46.99	45.40	46.98	46.52	47.26	46.66
	{ Index-numbers ..	955	960	928	960	951	966	954
31st Dec., 1925	{ Weighted average weekly hours of labour (a) ..	46.76	46.98	43.88	46.97	46.26	47.25	46.44
	{ Index-numbers ..	956	960	897	960	945	966	949
31st Dec., 1926	{ Weighted average weekly hours of labour (a) ..	44.55	46.94	43.95	46.95	45.80	47.27	45.57
	{ Index-numbers ..	910	959	898	960	936	966	931
31st Dec., 1927	{ Weighted average weekly hours of labour (a) ..	44.44	46.82	43.96	46.78	45.75	47.16	45.46
	{ Index-numbers ..	908	957	898	956	935	964	929
31st Dec., 1928	{ Weighted average weekly hours of labour (a) ..	44.17	46.70	43.96	46.67	45.30	46.85	45.27
	{ Index-numbers ..	903	954	898	954	926	957	925

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

Each State, excepting New South Wales, shows a decrease for both 1924 and 1925 while, for 1926, four of the States show decreases, the remaining two, Queensland and Tasmania, showing minor increases on account of further industries being brought under Commonwealth Arbitration Court awards, under which the prescribed hours are greater than in the corresponding State awards. The weighted average weekly hours index-number for Australia at the 31st December, 1928, was 925, as compared with 1,000 at 30th April, 1914, a reduction of 7.5 per cent. The lowest weighted average nominal weekly hours index-number at the 31st December, 1928, was that for Queensland (898), followed in the order named by New South Wales (903), Western Australia (926), South Australia (954), Victoria (954), and Tasmania (957).

5. *Nominal and Effective Wages, 1901 to 1928.*—(i) *Nominal Weekly Wage Index-numbers—States.* The following table shows the progress in nominal weekly rates of wage for all industries 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.

NOMINAL WAGE INDEX-NUMBERS, ADULT MALES, 1901 TO 1928.

(WEIGHTED AVERAGE WAGE FOR AUSTRALIA IN 1911 = 1,000.)

States.	Number of Occupations included.		1901.	1911.	1914.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
	1901 to 1912.	1913 to 1928.												
New South Wales ..	158	874	858	1,003	1,096	1,835	1,869	1,785	1,844	1,824	1,873	1,959	1,988	2,091
Victoria ..	150	909	796	985	1,065	1,679	1,826	1,783	1,865	1,862	1,897	1,941	1,957	1,944
Queensland ..	87	627	901	997	1,042	1,785	1,886	1,830	1,837	1,868	1,950	1,952	1,953	1,974
South Australia ..	134	567	819	1,013	1,062	1,613	1,745	1,708	1,770	1,791	1,841	1,867	1,885	1,877
Western Australia ..	69	489	1,052	1,152	1,226	1,751	1,833	1,829	1,838	1,847	1,893	1,927	1,928	1,941
Tasmania ..	54	482	719	799	1,028	1,674	1,788	1,726	1,802	1,805	1,823	1,851	1,832	1,820
Australia (a) ..	652	3,948	848	1,000	1,085	1,752	1,844	1,785	1,840	1,839	1,887	1,938	1,955	1,959

(a) Weighted average.

NOTE.—The figures in the above table are comparable both horizontally and vertically.

During the period 1911 to the end of the year 1928 the average weekly rate of wage in New South Wales increased 99 per cent., in Victoria, 97 per cent., in Queensland, 98 per cent., in South Australia, 85 per cent., in Western Australia, 68 per cent., and in Tasmania 128 per cent., while the weighted average weekly rate for Australia increased 96 per cent.

(ii) *Effective Weekly Wage Index-numbers—States.* In comparing wages, two elements are of obvious importance, viz., (i) hours worked per day or week, and (ii) the cost of commodities and housing. Thus 60s. per week of 60 hours represents the same hourly rate as 48s. per week for 48 hours. Similarly, if the cost of commodities and housing increases 25 per cent., e.g., if the prices index-number rises from 1,000 to 1,250, then 60s. per week (the index-number being 1,250) is effectively equal only to 48s. (when the index-number was 1,000). Or, again, if the prices index-number falls from 1,000 to 750, then 60s. per week, when the index-number is 750, would have the same purchasing power as 80s. when the index-number was 1,000. Ignoring for the present the number of hours worked, and assuming that the real value of the average wages is to be measured by their purchasing power, the actual average wages paid may be reduced to their effective value by applying the prices index-numbers to the nominal wages index-numbers. The following table shows the effective wage index-numbers so ascertained in each State for each of the years indicated from 1901 to 1928.

In computing these effective wage index-numbers for years prior to 1914, the nominal wage index-numbers given in the preceding table have been divided by the price index-numbers in Section A, §2. The resulting index-numbers show for each State and for Australia for the years specified the variations in effective wages. The nominal wage index-numbers for these earlier years are based on rates of wage current at the end of December, the only data available. For the years 1914 onward, however, the nominal wage index-numbers used are based on the average wage for the four quarters in each year, and in this respect differ from those in the preceding sub-sections. However, so far as the years 1901 and 1911 are concerned, as the movement in wages during any one year prior to 1914 was very slight, it is possible that if the wage data were available in quarters, the index-numbers used would approximate very closely to those based on averages for the year.

**EFFECTIVE WEEKLY WAGE INDEX-NUMBERS.—ADULT MALES, 1901 TO 1928.(a)**

States.	1901.	1911.	1914.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
New South Wales ..	961	973	906	911	1,079	1,113	1,040	1,069	1,048	1,035	1,079	1,089
Victoria ..	915	1,037	961	875	1,038	1,102	1,036	1,097	1,073	1,069	1,095	1,120
Queensland ..	1,172	1,090	1,038	1,036	1,244	1,273	1,214	1,232	1,241	1,183	1,222	1,236
South Australia ..	948	957	929	853	1,027	1,090	1,036	1,051	1,053	1,076	1,073	1,089
Western Australia ..	1,024	1,023	1,070	1,012	1,139	1,226	1,192	1,161	1,162	1,165	1,199	1,156
Tasmania ..	827	838	942	830	977	1,053	1,000	1,017	1,044	1,037	1,072	1,099
Australia (b) ..	964	1,000	948	911	1,076	1,126	1,062	1,095	1,081	1,072	1,102	1,115

(a) As to the effect in abnormal periods, see Labour Report No. 6, pp. 20-2, Section IV., par. 3.  
(b) Weighted average.

In the table above the effective wage index-numbers are computed to the one base, that of Australia for 1911. Subject to the qualification already referred to, which, as has been pointed out, does not materially affect the figures, the index-numbers are comparable in all respects, and comparisons may be made as to the increase or decrease in the effective wage index-number for any State over a period of years. Thus, comparing 1928 with 1901, and also with 1911, there has been an increase in the effective wage in all States.

(iii) *Effective Wages and Standard of Comfort.* In the preceding table particulars are given as to variations in effective wages in each State, due allowance having been made for variations in retail prices of commodities, though not for unemployment.

For years prior to 1913 the data available as to unemployment are so meagre that comparative results allowing for variations both in prices of commodities and in unemployment cannot be accurately computed for the several States. In the next table, for these earlier years the percentage of unemployment in Australia and the nominal wage index-numbers relate to the end of the year. For 1914 and subsequent years the wages, index-numbers, percentages of unemployment, and retail prices index-numbers are the average for the year. Column I. shows the nominal wage index-numbers, and Column II. the relative percentages unemployed. Applying these percentages to the numbers shown in Column I., and deducting the results from each corresponding index-number to allow for relative loss of time, the figures in Column III. are obtained. These figures are then re-computed with the year 1911 as base, and are shown in Column IV. In Column V. the retail prices index-numbers are shown, and in Columns VI. and VII. the effective wage index-numbers are given, firstly, for full work, and secondly, allowing for lost time. These are obtained by dividing the figures in Columns I. and IV. respectively by the corresponding figure in Column V. The resulting index-numbers show for Australia for the years specified the variations in effective wages, or in what may be called the "standard of comfort."\*

\* This expression must not be confused with "standard of living." A change in the standard of living necessarily involves a change in regimen (*see* Labour Report No. 4), that is, a change in the nature or in the relative quantity of commodities purchased, or both. A change in the "standard of comfort" merely implies a variation in effective wages, which variation may, or may not, result in, or be accompanied by, a change in the "standard of living."

A comparison between the figures in Columns I. and VI. gives the relation between the normal rates of wage and the purchasing efficiency of these rates. The figures in Column VII. show variations in effective wages after allowing not only for variations in purchasing power of money, but for the relative extent of unemployment also.

WAGE INDEX-NUMBERS, NOMINAL AND EFFECTIVE, 1901 TO 1928.(a)

Year.	I. Nominal Wage Index- Numbers.	II. Percentage Unem- ployed.	Rate of Wage Index- Numbers, Allowing for Lost Time.		V. Retail Price Index- Numbers.	Effective Wage Index-Numbers.	
			III. Actual.	IV. Re-com- puted. (1911 =1,000).		VI. Full Work.	VII. Allowing for Unemploy- ment.
1901 ..	848	6.6	793	832	880	964	945
1906 ..	866	6.7	808	848	902	960	940
1907 ..	893	5.7	842	884	897	996	986
1908 ..	900	6.0	846	888	951	946	934
1909 ..	923	5.8	870	913	948	974	963
1910 ..	955	5.6	901	945	970	985	974
1911 ..	1,000	4.7	953	1,000	1,000	1,000	1,000
1912 ..	1,051	5.5	993	1,042	1,101	955	946
1913 ..	1,076	5.3	1,021	1,071	1,104	975	970
1914 ..	1,081	8.3	991	1,040	1,140	948	912
1915 ..	1,092	9.3	990	1,039	1,278	854	813
1916 ..	1,144	5.8	1,078	1,131	1,324	864	854
1917 ..	1,226	7.1	1,139	1,195	1,318	930	907
1918 ..	1,270	5.8	1,196	1,255	1,362	932	921
1919 ..	1,370	6.6	1,280	1,343	1,510	907	889
1920 ..	1,627	6.5	1,521	1,596	1,785	911	894
1921 ..	1,826	11.2	1,621	1,701	1,697	1,076	1,002
1922 ..	1,801	9.3	1,634	1,715	1,600	1,126	1,072
1923 ..	1,805	7.1	1,677	1,760	1,700	1,062	1,035
1924 ..	1,840	8.9	1,676	1,759	1,681	1,095	1,046
1925 ..	1,861	8.8	1,697	1,781	1,722	1,081	1,034
1926 ..	1,914	7.1	1,778	1,866	1,786	1,072	1,045
1927 ..	1,946	7.0	1,810	1,899	1,766	1,102	1,075
1928 ..	1,963	10.8	1,751	1,837	1,760	1,115	1,044

(a) As to the effect in abnormal periods, see Section IV., par. 3, of Labour Report No. 6.

NOTE.—For years prior to 1914, the nominal wage index-numbers and the percentage unemployed 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.

Compared with 1911 the effective wage in 1901 was 3.6 per cent. less for full work, and 5.5 per cent. less after allowance for unemployment. In connexion with the index-numbers in Column VII., unemployment was less in 1911—the base year—than in any other year. During the period 1912 to 1920, while wages increased steadily, prices increased at a greater rate, with the result that the purchasing power of wages was less in each of these years than in 1911, the lowest point reached being in 1915, when the full time index-number was 14.6 per cent. less, or, allowing for unemployment, 18.7 per cent. less than for the base year. The first occasion on which the effective wage was higher than in 1911 was in 1921, when wages increased considerably while prices declined, the increase in effective wages being 7.6 per cent., but only 0.2 per cent. allowing for unemployment. Unemployment reached its "peak" during 1921. Both wages and prices fell in 1922, but the former less than the latter, resulting in a further increase in the effective wage. As wages remained practically stationary while prices rose, the effective wage for 1923 showed a decline. A rise in wages coincided with a fall in prices during 1924 and the effective wage increased, but as the average unemployment was higher than in the preceding year the increase in the effective wage was greater for full work than allowing for unemployment. Wages and prices both rose during 1925 and 1926, the latter in 1926 reaching their highest point for the period under investigation. Unemployment remained stationary in 1925, but as prices rose more rapidly than the rise in nominal wages, effective wages decreased. In 1926, unemployment decreased, and, although prices again rose more rapidly than nominal wages, the effective wage allowing for unemployment increased. Effective wages

for full time work, however, again decreased. In 1926 the effective wage, allowing for unemployment, was 4.5 per cent., and working full time 7.2 per cent. higher than in 1911. During 1927 nominal wages rose, whilst prices fell, and as the percentage of unemployed showed a slight decline, the result was a rise in the effective wage index-number for full work and in the index-number allowing for unemployment. There was a further rise in the effective wage index-number for full work during the year 1928. Unemployment, however, increased, and the effective wage index-number, after allowing for unemployment, showed a decline as compared with the previous year. Comparison with 1911 shows that the effective wage for full time work was 11.5 per cent., and allowing for unemployment, 4.4 per cent. higher during 1928.

### § 3. International Comparison of Real Wages.

1. *General.*—In July, 1923, the British Ministry of Labour published index-numbers of real wages in London and in the capital cities of certain other countries. The method of computation adopted is described in the *Ministry of Labour Gazette*, and may be briefly stated as “the ascertaining of the quantities of each kind of food of working class consumption that could be purchased in each city at the retail prices there current with the wages payable for a given amount of labour measured in hours.”

In consequence of a resolution passed at the International Conference of Labour Statisticians in November, 1923, these comparisons, with certain modifications, are being continued by the International Labour Office, and are published in the *International Labour Review*. A computation for the month of October, 1928, was published in the *Review* for January, 1929.

2. *Real or Effective Wages in Various Capital Cities.*—The method of computation may be briefly explained as follows:—A regimen consisting of a certain number of food items commonly in use in all the countries has been selected, and the prices of these commodities have been multiplied by a quantity representing the weekly consumption of such commodities in the various countries. The result gives what may be described as the cost of a weekly family basket of commodities in the various cities specified, according to usage in that city and according to usage in other countries. A common working week of 48 hours is then assumed for all the cities included in the tabulation, and a weekly wage determined by taking the average hourly earnings of a number of occupations. The cost of the regimen is then divided into the wage thus ascertained, and index-numbers are computed on the basis of the numbers of times the food regimen can be purchased by the average wage in each city. The result in the case of London is taken as base and made equal to 100, the index-numbers for the other cities being then ascertained by proportion. The resultant index-numbers represent approximately the relative effectiveness of wages in the various cities.

Attention is drawn in the *International Labour Review*, however, to the unsatisfactory nature of the wage statistics in some cities, and the results, therefore, must be taken as an approximation only of the relation between the cities specified. Notwithstanding the qualifications with which the figures must be taken, the table is of interest to investigators of international wages.

### § 4. The Basic Wage and Child Endowment in Australia.

1. *The Basic Wage.*—(i) *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 Federal 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.”†

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

† *Ibid.*

(ii) *History in Australia.* The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, when he incorporated in a Parliamentary Bill a clause to the following effect, viz. :—

“ The natural and proper measure of wages is such a sum as is a fair immediate recompense for the labour for which they are paid, having regard to its character and duration ; but it can never be taken at a less sum than such as is sufficient to maintain the labourer and his family in a state of health and reasonable comfort.

It is the duty of the State to make provision by positive law for securing the proper distribution of the net products of labour in accordance with the principles hereby declared.”

The Bill in question did not become law, but 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 diem or £2 2s. per week for Melbourne, the amount considered reasonable for “ a family of about five.” The constituent parts of this amount were £1 5s. 7d. for food, 7s. for rent, and 9s. 5d. for all other expenditure.

The above rate has been varied from time to time in accordance with the Retail Price Index-Numbers prepared by the Commonwealth Bureau of Census and Statistics for the city or town in which the persons affected are employed. The present weekly wage rates (at 1st August, 1929) for the various capital cities as so varied are as follows :—

						£	s.	d.
Sydney	..	..	..	..	..	4	14	6
Melbourne	..	..	..	..	..	4	10	0
Brisbane (a)	..	..	..	..	..	4	0	6
Adelaide	..	..	..	..	..	4	8	6
Perth (a)	..	..	..	..	..	4	6	6
Hobart	..	..	..	..	..	4	5	6
Six Capitals (Weighted Average)	..	..	..	..	..	4	10	6

(a) These rates are not prevalent in these cities, because the basic rates fixed by State tribunals are higher.

The above amounts include the sum of 3s. per week which was added in 1921 for the purpose of securing to the worker during a period of rising prices the full equivalent of the “ Harvester ” standard.

The adequacy or otherwise of the amount allotted under the “ Harvester ” judgment has been the subject of much discussion, the author of the judgment himself urging on several subsequent occasions the need for its review. The upset from the war, however, placed such an inquiry out of the question. Whatever its limitations, the Harvester judgment proved a great boon during the war years by providing a basis for variation according to changes in cost of living and a foundation upon which “ margins for skill ” could be imposed.

(iii) *State Basic Wage Rates in Operation.* The basic wage rates fixed by State arbitration tribunals vary from those obtaining in the Federal sphere not only as regards amount, but also in respect of constitution of family unit whose needs it purports to supply.

The awards of various State tribunals in operation at the present moment are shown in the following statement. The industrial tribunals in New South Wales, Queensland, South Australia, and Western Australia made no alteration during 1928 in the basic rates of wage previously declared.

State.	Basic Wage.		Date of Operation.	Family Unit (for Male Rate).
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales ..	(a) 4 5 0	2 6 0	1.7.27	Man and wife
Victoria ..	(b)	(b)	(b)	(b)
Queensland ..	4 5 0	2 3 0	28.9.25	Man, wife, and three children
South Australia ..	4 5 6	1 19 6	1.7.25	(c)
Western Australia ..	(d) 4 5 0	2 5 11	1.7.26	(c)
Tasmania ..	(b)	(b)	(b)	(b)

(a) Plus child allowances referred to hereafter. The basic rate for rural workers is £4 4s. per week.

(b) None declared, but follow Federal rates to large extent.

(c) Although the family unit is not specifically defined in the legislation of these States, the tribunals appointed to determine the basic wage have adopted the unit of man, wife, and two children.

(d) On 5th June, 1929, the Court of Arbitration declared the basic rates of wage to be as follows :—  
Adult males, £4 7s.; adult females, £2 7s.

(iv) *Royal Commission on the Basic Wage, 1920.*—The Federal basic wage referred to in (ii) *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 their report, issued in 1920, recommended the following amounts for the various capital cities, viz. :—

	£	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 given effect to owing 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.

2. **Child Endowment.**—(i) *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.†

(ii) *The New South Wales Scheme.* The earliest attempt made in Australia to institute the system was 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

\* 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 Elinor Rathbone's *Disinherited Family: A Plea for the Endowment of the Family.*

cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, and the matter dropped until the Session of 1926-27, when measures providing for the payment of child allowances became law.\* These measures provide 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 by 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. 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 1st September, 1927. The fund from which these payments are made was created by a levy on the wages bill of employers, with a rebate of 10 per cent. in respect of workers employed under Federal awards. Employers were not called upon to pay the tax upon the wages bill, but early in the year 1929 the rate of tax to be collected by the Government from employers during that year was fixed at 2 per cent.

(iii) *Commonwealth Public Service.* The first payment of child endowment allowances in Australia‡ was in connexion with the Commonwealth Public Service. Following upon the Report of the Royal Commission on the Basic Wage in 1920 (referred to above) the Prime Minister (Rt. Hon. W. M. Hughes, P.C.) asked the Chairman (A. B. Piddington K.C.) to submit a scheme to give effect to the recommendations, and Mr. Piddington suggested splitting up the amount recommended into a flat rate of £4 per week for a man and wife, and 12s. per week for each child, with an appropriate levy (about 10s. 9d. per worker per week) on all employers to finance the scheme. The Commonwealth Government decided to apply this scheme to the Commonwealth Public Service, and from 1st November, 1920, a flat rate basic wage of £4 per week and 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 £400 per annum by way of salary plus allowance. This system of payment remained in force until 1923, when, owing to no adjustments of the basic wage according to Retail Price Index-Numbers having taken place in the interim, the Government was sometimes paying over, and sometimes under, the true "Harvester" equivalent of wages, notwithstanding child allowance, which averaged £10 per annum per adult employee. At the time of its grant by the Commonwealth Government the Prime Minister stated that it was not suggested that the amount of 5s. per week was sufficient, but any adjustment was a matter for the Commonwealth Public Service Arbitrator.

The question was not considered by the Arbitrator until 1923, when the problem of amalgamating war-time cost of living allowances, married men's allowances, etc., was before him. The Arbitrator granted to the Service the full equivalent of the "Harvester" wage as a flat basic wage for single and married adults, based upon the Retail Price Index-Number for the six capital cities for the year ended 31st March, 1923, deducting therefrom the averaged value per adult employee of child endowment (£10). By this process the net basic wage for the Service was £195 per annum with an allowance of £13 per annum in respect of each dependent child under fourteen years of age. It will be realized from the foregoing that the Arbitrator by his method altered the principle of paying these allowances as an addition to the basic wage to one whereby the officers, by suffering an all-round deduction of £10§ per annum, mutually created a fund from which the allowance was paid. Thus, for the first time in history, the basic wage was split up and distributed according to the family or economic needs of the employee. The payment of the allowance in the Service is now limited to a sum derived from salary and allowance of £500 per annum.

(iv) *National Scheme.* The Federal 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

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

† 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 payment of a single maternity bonus of £5 to the mother of any viable child or children delivered at a birth was instituted by the Commonwealth Government on 10th October, 1912, and up to 30th June, 1928, 2,088,424 claims have been paid in this respect, representing a total expenditure of £10,442,120.

§ By subsequent increase of the average number of children per adult employee, the deduction is now £12 per annum.

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. On 28th September, 1927, the following Commissioners were appointed:—Messrs. Thomas S. O'Halloran, K.C. (Chairman); John Curtin; Ivor Evans; Stephen Mills; and Mrs. Florence M. Muscio, M.A.

This Commission commenced its sittings in Brisbane on 31st October, 1927, and took evidence in each State. The number of witnesses examined was 227. The witnesses included official representatives of Commonwealth and State Departments, members of professorial staffs attached to the Departments of Economics and Commerce at various universities, members of the medical profession connected with maternity and child welfare activities, representatives of a number of large commercial undertakings, also of organized bodies, chiefly organizations of employers and employees, women's leagues and associations, charitable and philanthropic bodies, nursing societies, kindergarten unions, baby health centres, etc. The terms of reference to the Commission were as follows, viz. :—

1. The general question of the institution of a system of child endowment or family allowances in Australia, with particular reference to its social and economic effects, and, if the institution of such a system is recommended.
2. The methods by which such a system should be established.
3. The relation of such a system to wage fixation, having regard to the interest of the wage earner, of industry generally, and of the community.
4. The application of a system of child endowment or family allowances to persons whose wages are not regulated by law, or who are not engaged in industry as wage earners.
5. The limit of income, if any, subject to which payment by way of child endowment or family allowances should be made.
6. The methods of financing or giving effect to a system of child endowment or family allowances, with particular reference to the practicability and desirability of providing the necessary funds from public revenue, from industry, or from both sources, and in what proportion and upon what principle.
7. The methods of administering such a system.
8. The cost of such a system, including administrative expenses and reserves, if thought necessary.
9. The legal methods of giving effect to any system recommended, with particular reference to the existing distribution of Commonwealth and State powers.
10. Any matters of public interest which may arise as the result of the institution of a system of child endowment or family allowances.

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

At the conference of Commonwealth and State Ministers held at Canberra during May, 1929, the Prime Minister stated that the Commission had submitted its report. The minority report recommended a scheme of child endowment financed entirely from the proceeds of taxation. For reasons stated to the Conference the Government was not prepared to adopt this scheme. The Commonwealth Government agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which the States were not prepared to relinquish to the Commonwealth. 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 the present time. The result of the discussion was that it was agreed that the matter of child endowment was one 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.

1. *General.*—A change in rate of wages is defined as a change in the weekly rates of remuneration of a certain class of employees, apart from any change in the nature of the work performed and apart from any revision of rates due to increased length of service or experience. It is obvious that under this definition certain classes of changes are excluded, such, for example, as (a) changes in rates of pay due to promotion, progressive increments, or, on the other hand, to reduction in pay or grade to inefficient workers, and (b) changes in average earnings in an occupation due to a change in the proportions which more highly-paid classes of workers bear to those paid at lower rates. Bonuses to employees have not been taken into account in the tabulations. Each single change recorded relates to a change in the rates of wage effected in a specific industry or calling, and includes any and all changes to workers in that industry, irrespective of the different number of separate occupations or trades affected. Moreover, in some instances a change may relate to the employees of a single employer or to those of a number of employers, according to the instrument or method operating to bring about the change.

There is a certain amount of overstatement as regards "persons affected," since in the quarterly adjustments of wages the same persons may figure on four occasions. The difficulty of eliminating this factor, has, however, been found too great to justify the labour involved. A further complication also arises from the overlapping of Commonwealth and State awards. On account of this overlapping of awards and determinations it is difficult to ascertain definitely the number of workpeople affected by the changes in rates of wage brought about by Commonwealth and State awards, etc. In Victoria there are over 70 trades for which Wages Boards have issued determinations, such trades being wholly or partly covered by Commonwealth awards or agreements. Similar conditions prevail, to a greater or less extent, in other States. In many instances forms issued to officials of employers' associations and trade unions are returned with remarks to the effect that the desired particulars are not known so far as the number of workpeople affected are concerned. The tables contain particulars of all changes regarding which data can be ascertained by inquiry or by investigation of factory reports, trade union membership, census results, etc.

2. *Effect of Changes.*—(i) *General.* The following tables give particulars of changes which occurred in each State during the years specified. As regards the number of persons affected, the figures refer to the total number of persons ordinarily engaged in the various industries, and the results as to the amount of increase in wages are computed for a full week's work for all persons ordinarily engaged in the several industries and occupations affected. In cases of changes in existing minimum rates under awards or determinations of industrial tribunals, it has been assumed (in the absence of any definite information to the contrary) that the whole of the employees in each occupation received the minimum rates of wage before and after the change.

The figures given in regard to the amount of increase per week do not relate to the increase each week, but only to the increase in a single week on the assumption that the full number of persons ordinarily engaged in the particular trade or occupation affected by the change were employed during that week. It is obvious, therefore, that the aggregate effect per annum cannot be obtained without making due allowance for unemployment and for occupations in which unemployment is seasonal or intermittent. It is also clear that since unemployment and activity in all branches of industry may vary from year to year, and in many branches from season to season also, no accurate estimate of the actual effect of the changes in the total amount of wages received or paid per annum can be made until the determining factors have been investigated. These factors are (a) the amount of unemployment, and (b) the period of employment in seasonal industries.

Changes brought about by awards and agreements under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, and the Industrial Peace Act 1920, are necessarily included hereunder as changes in each State to which such awards and agreements apply. The average increase per head per week is computed to the nearest penny.

(ii) *Summary—States, 1928.* The following table gives particulars of the changes in rates of wage in each State during the year 1928.

## CHANGES IN RATES OF WAGE.—EFFECT IN EACH STATE, 1928.

State.	INCREASES.		DECREASES.		TOTAL RESULT OF ALL CHANGES.		
	Work-people Affected.	Increase per Week.	Work-people Affected.	Decrease per Week.	Work-people Affected.	Net Increase per Week.	Average Increase per Week.
		£		£		£	s. d.
New South Wales ..	172,344	18,140	174,326	11,462	346,670	6,678	0 5
Victoria ..	51,282	4,112	249,789	17,810	301,071	613,698	60 11
Queensland ..	11,976	1,074	2,724	166	14,700	908	1 3
South Australia ..	29,956	2,089	57,546	5,184	87,502	53,095	60 8
Western Australia ..	9,534	1,186	7,118	458	16,652	725	0 10
Tasmania ..	9,829	699	12,810	730	22,639	631	5 1
Northern Territory ..	170	43	..	..	170	43	2 0
Federal Capital Territory ..	51	5	..	..	51	5	2 0
Common to all States (a)	20,552	822	24,969	1,100	45,521	6278	60 1
Total ..	305,694	28,170	529,282	36,910	834,976	68,740	60 3

(a) See footnote (a) at bottom of page.

(b) Decrease.

The preceding figures for changes in wages include all those which have occurred either through the operations of wage tribunals or as the result of direct negotiations between employers and employees. Many workers in all States come under the jurisdiction of awards made by the Federal Arbitration Court. The principle of quarterly adjustments adopted by that Court caused a large number of variations in rates of wage in all States during the year.

(iii) *Australia, 1924 to 1928.* The following table gives separate particulars of the effect of increases and decreases in rates of wage in Australia during the years 1924 to 1928 :—

## CHANGES IN RATES OF WAGE.—EFFECT IN AUSTRALIA, 1924 TO 1928.

Year.	INCREASES.		DECREASES.		TOTAL RESULT OF ALL CHANGES.		
	Work-people Affected.	Increase per Week.	Work-people Affected.	Decrease per Week.	Work-people Affected.	Net Increase per Week.	Average Increase per Head per Week.
		£		£		£	s. d.
1924 ..	337,823	85,616	509,832	44,250	847,655	41,366	1 0
1925 ..	1,124,095	130,220	138,114	10,793	1,262,209	119,427	1 11
1926 ..	951,490	117,814	270,270	30,194	1,221,760	87,620	1 4
1927 ..	771,939	78,721	492,053	25,723	1,263,992	52,998	0 10
1928 ..	305,694	28,170	529,282	36,910	834,976	68,740	60 3

## CHANGES IN RATES OF WAGE.—EFFECT, STATES, 1924 TO 1928.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	(a) All States.	Aust.
	No. of Persons Affected	1924 196,066 1925 514,123 1926 525,801 1927 642,347 1928 346,670	1924 338,761 1925 343,123 1926 429,605 1927 403,154 1928 301,071	1924 52,975 1925 184,595 1926 32,953 1927 109,772 1928 14,700	1924 111,261 1925 113,721 1926 103,291 1927 109,772 1928 87,502	1924 40,598 1925 40,152 1926 38,271 1927 18,678 1928 16,652	1924 26,144 1925 18,566 1926 25,378 1927 27,359 1928 22,639	1924 35 1925 26 1926 53 1927 448 1928 170	1924 30 1925 243 1926 63 1927 207 1928 170	1924 81,785 1925 47,660 1926 66,345 1927 52,721 1928 45,521
Total Net Amount of Increase per Week	1924 7,860 1925 40,780 1926 43,471 1927 38,611 1928 6,678	1924 7,312 1925 19,968 1926 27,920 1927 8,941 1928 613,698	1924 13,993 1925 43,975 1926 5,081 1927 1,070 1928 908	1924 7,835 1925 9,693 1926 4,597 1927 4,258 1928 63,095	1924 1,879 1925 3,199 1926 4,164 1927 1,188 1928 728	1924 1,335 1925 293 1926 748 1927 61,026 1928 631	1924 15 1925 69 1926 20 1927 107 1928 43	1924 1 1925 133 1926 11 1927 41 1928 5	1924 1,136 1925 1,395 1926 1,608 1927 6192 1928 6278	1924 41,366 1925 119,427 1926 87,620 1927 52,998 1928 68,740
Average Increase per Head per Week	1924 0 10 1925 1 7 1926 1 8 1927 1 3 1928 0 5	1924 0 5 1925 1 2 1926 1 4 1927 0 5 1928 60 11	1924 s. d. 4 9 1925 3 1 1926 2 4 1927 0 9 1928 1 3	1924 s. d. 1 5 1925 1 8 1926 0 11 1927 0 9 1928 60 8	1924 s. d. 0 11 1925 1 7 1926 2 2 1927 1 3 1928 0 10	1924 s. d. 8 7 1925 0 4 1926 7 7 1927 4 9 1928 ..	1924 s. d. 8 7 1925 10 11 1926 3 6 1927 3 2 1928 5 1	1924 s. d. 0 8 1925 10 7 1926 3 6 1927 3 2 1928 2 0	1924 s. d. 1 136 1925 1 395 1926 1 608 1927 6192 1928 6278	1924 s. d. 1 0 1925 1 11 1926 1 4 1927 0 10 1928 60 3

(a) Changes recorded in this column are common to all States, as the particulars relating to the number of workpeople affected and the net amount of increase per week in each State were not ascertainable. (b) Decrease.

The relative positions of the States in regard to the number of workers affected in each year naturally depend largely on the magnitude of the different industries and callings in which changes took place.

(iv) *Industrial Groups—Australia. Workpeople affected by Changes.* In the following table particulars are given regarding the number of persons (males and females) affected, and the total amount of increase per week, classified according to Industrial Groups throughout Australia during the years 1924 to 1928 :—

CHANGES IN RATES OF WAGE.—INDUSTRIAL GROUPS, AUSTRALIA, 1924 TO 1928.

Particulars.	Industrial Groups.							
	I. Wood, Furniture, etc.	II. Engineering, Metal Works, etc.	III. Food, Drink, Tobacco, etc.	IV. Clothing, Hats, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	VII. Building.	VIII. Mines, Quarries, etc.
1924.								
Number of Persons affected	62,728	79,067	43,685	55,155	8,803	78,843	66,596	12,100
Amount of Increase per week	£ 2,506	2,270	2,713	4,103	4,246	2,881	7,806	580
1925.								
Number of Persons affected	95,720	123,669	68,596	40,202	16,224	115,692	121,549	31,373
Amount of Increase per week	£ 7,905	9,500	7,609	1,444	1,128	8,407	10,149	4,103
1926.								
Number of Persons affected	60,422	96,677	43,416	98,650	21,157	92,324	132,012	57,650
Amount of Increase per week	£ 1,669	850	4,180	5,334	2,513	4,231	14,848	8,123
1927.								
Number of Persons affected	30,217	142,440	50,680	164,207	18,800	109,938	98,307	30,440
Amount of Increase per week	£ 657	5,451	3,835	4,468	1,070	3,626	3,194	1,348
1928.								
Number of Persons affected	13,204	131,047	24,331	49,525	15,887	70,117	107,755	19,535
Amount of Increase per week	£ 253	2,352	2,511	4,108	622	2,369	2,684	252

Particulars.	Industrial Groups—continued.						
	IX. Rail and Tram Services.	X. Other Land Transport.	XI. Shipping, etc.	XII. Pastoral, Agricultural, etc.	XIII. Domestic, Hotels, etc.	XIV. Miscellaneous.	ALL GROUPS.
1924.							
Number of Persons affected	86,961	43,343	94,110	13,980	7,607	104,068	647,655
Amount of Increase per week	£ 6,544	1,555	25,350	4,749	1,834	19,243	41,366
1925.							
Number of Persons affected	188,752	27,240	77,285	55,495	37,472	262,931	1,262,209
Amount of Increase per week	£ 18,190	3,435	5,656	10,577	4,239	27,074	119,427
1926.							
Number of Persons affected	283,101	27,019	90,685	13,160	1,066	204,412	1,221,760
Amount of Increase per week	£ 20,227	2,404	2,416	552	369	19,904	87,620
1927.							
Number of Persons affected	242,994	28,945	72,802	45,985	20,101	208,136	1,263,992
Amount of Increase per week	£ 4,821	2,346	2,218	5,315	3,083	14,002	52,998
1928.							
Number of Persons affected	199,304	17,362	67,379	5,121	358	113,961	834,976
Amount of Increase per week	£ 23,468	2,128	2,663	2,240	30	1,308	28,740

(a) Decrease.

(v) *Male and Female Occupations.* Included in the changes in rates of wage recorded in the previous tables are those which in the whole or part thereof affected female occupations. Particulars in respect of these changes in so far as they relate to the numbers of male and female workers affected, etc., are set out hereunder:—

CHANGES IN RATES OF WAGE.—EFFECT IN MALE AND FEMALE OCCUPATIONS, 1924 TO 1928.

Year.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	Nor. Ter.	Fed. Cap. Ter.	All States. (a)	Australia.
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NUMBER OF MALE EMPLOYEES AFFECTED.

1924	181,779	295,591	38,271	95,743	37,185	24,100	35	30	76,994	749,728
1925	429,300	322,075	162,971	98,337	36,651	17,848	26	243	40,854	1,108,305
1926	478,633	369,093	26,430	91,100	33,401	23,539	53	63	57,767	1,080,169
1927	520,752	333,820	7,416	95,663	15,408	24,726	445	206	46,331	1,044,770
1928	317,648	267,734	9,446	80,080	16,012	21,320	170	51	42,778	755,239

NET AMOUNT OF INCREASE PER WEEK TO MALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£	£
1924	6,947	2,600	11,869	7,010	1,457	1,086	15	1	356	31,341
1925	37,480	18,448	41,893	8,748	2,767	293	(b) 9	133	1,213	110,966
1926	40,658	24,641	4,781	4,019	3,562	673	20	11	1,411	79,776
1927	25,815	8,048	849	4,102	1,080	(b) 999	107	35	(b) 137	38,900
1928	4,499	15,024	537	(b) 2,750	695	(b) 134	43	5	(b) 239	(b) 12,368

AVERAGE INCREASE PER HEAD PER WEEK TO MALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1924	0 9	0 2	6 2	1 6	0 9	0 11	8 7	0 8	0 1	0 10
1925	1 9	1 2	5 2	1 10	1 6	0 4	(b) 6 11	10 11	0 7	2 0
1926	1 8	1 4	3 7	0 11	2 2	0 7	7 7	3 6	0 6	1 6
1927	1 0	0 6	2 3	0 10	1 5	(b) 0 10	4 10	3 5	(b) 0 1	0 9
1928	0 3	(b) 1 1	1 2	(b) 0 8	0 10	(b) 0 2	5 1	2 0	(b) 0 1	(b) 0 4

NUMBER OF FEMALE EMPLOYEES AFFECTED.

1924	14,287	43,170	14,704	15,518	3,413	2,044	..	..	4,791	97,927
1925	84,823	21,048	21,024	15,384	3,501	718	..	..	6,806	153,904
1926	47,168	60,512	6,523	12,101	4,870	1,839	..	..	8,578	141,591
1927	121,595	69,334	1,836	14,109	3,270	2,633	..	55	6,390	219,222
1928	29,022	33,337	5,254	7,422	640	1,319	..	..	2,743	79,737

NET AMOUNT OF INCREASE PER WEEK TO FEMALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£	£
1924	913	4,712	2,124	825	422	249	..	..	780	10,025
1925	3,300	1,620	2,082	945	432	..	..	..	182	8,461
1926	2,813	3,379	300	578	602	75	..	..	197	7,944
1927	12,796	893	221	156	108	(b) 27	..	6	(b) 55	14,098
1928	2,179	1,326	371	(b) 345	33	103	..	..	(b) 39	3,628

AVERAGE INCREASE PER HEAD PER WEEK TO FEMALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1924	1 3	2 2	2 11	1 1	2 6	2 5	..	..	3 3	2 1
1925	0 9	1 5	1 11	1 3	2 6	..	..	..	0 6	1 1
1926	0 1	1 1	0 11	0 11	2 6	0 10	..	..	0 6	1 1
1927	2 1	0 3	2 4	0 2	0 8	(b) 0 2	..	2 2	(b) 0 2	1 3
1928	1 6	0 9	1 5	(b) 0 11	1 0	1 7	..	..	(b) 0 3	0 11

(a) Changes recorded in this column are common to all States, as the particulars relating to the number of workpeople affected and the net amount of increase per week in each State were not ascertainable. (b) Decrease.

3. Methods by which Changes were Effected, and Results. —(i) *Summary, Australia, 1928.* The following table gives for Australia the number of workpeople affected, and the total net amount of increase in the weekly wage distribution brought about either without, or after, stoppage of work during the year 1928, as a result of the application of one or other of the methods set out in the tables :—

CHANGES IN RATES OF WAGE.—METHODS AND RESULTS, AUSTRALIA, 1928.

Methods by which Changes were Effected.	Without Stoppage of Work.		After Stoppage of Work.		All Changes.	
	No. of Work-people Affected.	Total Net Amount of Increase per Week.	No. of Work-people Affected.	Total Net Amount of Increase per Week.	No. of Work-people Affected.	Total Net Amount of Increase per Week.
By direct negotiations .. .. .	12,700	£ (a) 108	21	£ 21	12,721	(a) £ 87
By negotiation, intervention or assistance of third party .. . . .	25,756	2,996	..	..	25,756	2,996
By award of Court under Commonwealth Act .. . . .	693,814	(a)12,280	..	..	693,814	(a)12,280
By agreement registered under Commonwealth Act .. . . .	60,600	(a) 1,436	..	..	60,600	(a) 1,436
By award or determination under State Act .. . . .	38,382	839	27	4	38,409	843
By agreement registered under State Act .. . . .	3,640	1,213	9	1	3,649	1,214
By other means .. . . .	..	..	27	10	27	10
<b>TOTAL .. . . .</b>	<b>834,892</b>	<b>(a) 8,776</b>	<b>84</b>	<b>36</b>	<b>834,976</b>	<b>(a) 8,740</b>

(a) Decrease.

(ii) *Summary, Australia, 1924 to 1928.* So far as possible, the effect of awards or agreements is recorded in the figures for the year in which such awards or agreements are made and filed. In certain cases, however, the awards or agreements are made retrospective as to the date on which the altered rate of wage has to be paid, and in others the particulars as to the number of workpeople affected and the effect of the change are not ascertainable in time for inclusion in the tabulations for the year in which the change occurred.

CHANGES IN RATES OF WAGE.—METHODS AND RESULTS, AUSTRALIA, 1924 TO 1928.

Particulars.	By Direct Negotiations.	By Negotiation, Intervention or Assistance of Third Party.	By Award of Court under C'wealth Act.	By Agreement Registered under C'wealth Act.	By Award or Determination under State Act.	By Agreement Registered under State Act.	By other Means.	TOTAL.
<b>1924.</b>								
Number of Workpeople affected	1,939	65,653	521,469	34,401	205,615	18,578	..	847,655
Amount of Increase per week £	654	14,627	a 14,636	a 51	31,668	9,104	..	41,366
<b>1925.</b>								
Number of Workpeople affected	15,110	23,317	581,306	64,849	547,986	29,641	..	1,262,209
Amount of Increase per week £	1,880	1,959	20,996	4,524	80,322	746	..	119,427
<b>1926.</b>								
Number of Workpeople affected	44,289	40,136	893,344	69,555	140,468	16,000	17,968	1,221,760
Amount of Increase per week £	3,460	5,084	41,598	5,785	27,076	2,521	1,196	87,620
<b>1927.</b>								
Number of Workpeople affected	15,272	12,256	803,446	53,289	369,827	9,902	..	1,263,992
Amount of Increase per week £	204	1,467	12,447	816	35,502	2,562	..	52,998
<b>1928.</b>								
Number of Workpeople affected	12,721	25,756	693,814	60,600	38,409	3,649	27	834,976
Amount of Increase per week £	a 87	2,996	a12,280	a1,436	843	1,214	10	a 8,740

(a) Decrease.

## C.—EMPLOYMENT.

## § 1. Industrial Disputes.

1. General.—Information with regard to the collection of particulars and methods of tabulation of industrial disputes involving stoppage of work has appeared in previous issues of the Year Book, and is also given in the annual Reports of the Labour and Industrial Branch 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," and "number of establishments 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, 1928.<sup>(a)</sup>—The following tables give particulars of industrial disputes which either commenced or were current during the year 1928, classified according to industrial groups. Similar information for the years 1913 to 1927 was published in previous issues of the Year Book and in Labour Reports Nos. 5 to 18.

## INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1928.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
NEW SOUTH WALES.								£
II.	Engineering, metal works, etc.	10	10	1,197	549	1,746	36,330	35,768
III.	Food, drink, etc.	1	1	15	21	36	1,188	1,035
VI.	Other manufacturing	4	4	298	6	304	3,221	1,444
VII.	Building	3	7	194	16	210	2,184	2,070
VIII.	Mines, quarries, etc.	186	186	66,058	5,638	71,696	310,839	372,398
X.	Other land transport	1	1	40	18	58	1,798	1,937
XI.	Shipping, wharf labour, etc.	14	52	1,463	3,871	5,334	118,800	102,373
XIII.	Domestic, hotels, etc.	1	42	130	..	130	1,170	880
XIV.	Miscellaneous	10	10	908	..	908	4,864	3,868
	Total	230	313	70,303	10,119	80,422	480,394	521,768
VICTORIA.								
I.	Wood, saw-mill, timber, etc.	2	4	57	98	155	1,329	1,460
III.	Food, drink, etc.	4	4	124	40	164	1,760	1,646
IV.	Clothing, hats, boots, etc.	2	2	96	35	131	2,016	1,376
VI.	Other manufacturing	1	1	24	..	24	120	113
VII.	Building	2	2	60	10	70	1,190	1,112
IX.	Railway and tramway services	1	1	1,296	..	1,296	1,296	1,000
X.	Other land transport	1	1	7	..	7	70	80
XI.	Shipping, wharf labour, etc.	8	36	2,645	1,384	4,029	102,878	89,667
	Total	21	51	4,309	1,567	5,876	110,659	96,454

(a) Four disputes in New South Wales (involving 4 establishments and 576 workers); one in Queensland (1 establishment and 21 workers); and one in Western Australia (1 establishment and 160 workers) commenced in 1927 and were uncompleted at the end of that year, and in respect of number of disputes, number of establishments and workpeople involved are duplicated in the figures for 1928.

\* In respect of years prior to 1922, the figures include complete particulars of industrial disputes which commenced during any calendar year; and where any such dispute extended into a subsequent year, the relative figures were also incorporated in those for the year in which the dispute commenced.

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS,  
1928—continued.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
QUEENSLAND.								£
III.	Food, drink, etc. . . . .	1	1	158	71	229	1,374	1,529
VII.	Building . . . . .	1	1	10	..	10	45	43
VIII.	Mines, quarries, etc. . . . .	2	2	214	..	214	1,962	2,354
XI.	Shipping, wharf labour, etc. . . . .	6	26	2,143	369	2,512	60,840	51,936
XII.	Pastoral, agricultural, etc. . . . .	1	295	358	230	588	6,468	6,086
XIV.	Miscellaneous . . . . .	1	1	75	..	75	75	60
	Total . . . . .	12	329	2,958	670	3,628	70,764	62,008
SOUTH AUSTRALIA.								
VIII.	Mines, quarries, etc. . . . .	1	1	7	2	9	297	208
IX.	Railway and tramway services . . . . .	1	1	25	..	25	25	17
XI.	Shipping, wharf labour, etc. . . . .	5	37	1,755	1,209	2,964	49,343	42,374
XIV.	Miscellaneous . . . . .	1	1	470	..	470	5,170	3,400
	Total . . . . .	8	40	2,257	1,211	3,468	54,835	45,999
WESTERN AUSTRALIA.								
I.	Wood, sawmill, timber, etc. . . . .	1	1	45	10	55	605	491
III.	Food, drink, etc. . . . .	1	1	82	68	150	300	48
V.	Books, printing, binding, etc. . . . .	1	38	275	35	310	23,560	16,250
VIII.	Mines, quarries, etc. . . . .	3	3	320	100	420	1,052	1,180
IX.	Railway and tramway services . . . . .	2	2	240	..	240	2,090	2,016
XI.	Shipping, wharf labour, etc. . . . .	2	16	1,118	209	1,327	27,081	23,337
XIV.	Miscellaneous . . . . .	1	1	26	..	26	208	150
	Total . . . . .	11	62	2,100	422	2,528	54,896	43,472
TASMANIA.								
VIII.	Mines, quarries, etc. . . . .	2	2	165	..	165	2,095	2,515
XI.	Shipping, wharf labour, etc. . . . .	1	5	200	..	200	3,050	2,600
XIV.	Miscellaneous . . . . .	1	1	6	84	90	450	393
	Total . . . . .	4	8	371	84	455	5,595	5,508
NORTHERN TERRITORY.								
XIV.	Miscellaneous . . . . .	1	1	45	..	45	135	150
	Total . . . . .	1	1	45	..	45	135	150
ALL STATES.								
I.	Wood, sawmill, timber, etc. . . . .	3	5	102	108	210	1,934	1,951
II.	Engineering, metal works, etc. . . . .	10	10	1,197	549	1,746	36,330	35,768
III.	Food, drink, etc., manufacturing and distribution . . . . .	7	7	379	200	579	4,622	4,258
IV.	Clothing, hats, boots, etc. . . . .	2	2	96	35	131	2,016	1,376
V.	Books, printing, binding, etc. . . . .	1	38	275	35	310	23,560	16,250
VI.	Other manufacturing . . . . .	5	5	322	6	328	3,341	1,557
VII.	Building . . . . .	6	10	264	26	290	3,419	3,225
VIII.	Mines, quarries, etc. . . . .	194	194	66,764	5,740	72,504	316,245	378,655
IX.	Railway and tramway services . . . . .	4	4	1,561	..	1,561	3,411	3,033
X.	Other land transport . . . . .	2	2	47	18	65	1,868	2,017
XI.	Shipping, wharf labour, etc. . . . .	36	172	9,324	7,042	16,366	361,992	312,287
XII.	Pastoral, agricultural, etc. . . . .	1	298	358	230	588	6,468	6,086
XIII.	Domestic, hotels, etc. . . . .	1	42	130	..	130	1,170	880
XIV.	Miscellaneous . . . . .	15	15	1,530	84	1,614	10,902	8,016
	Total—Australia . . . . .	287	804	82,340	14,073	96,422	777,278	775,359

3. **Industrial Disputes, Australia, 1924 to 1928.**—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 1924 to 1928, 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 mining, quarrying, etc. (Group VIII.). For the year 1913 the proportion of disputes in those industries 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 81 per cent. in 1921 and 1924. During the year 1928 disputes classified in the Mining Group (VIII.) represented 68 per cent. of the total during the year, as compared with 65 per cent. during 1927. During the past five years working days lost through dislocations involving workpeople engaged in mining and quarrying work numbered 3,375,183, representing 58 per cent. of the total loss of working days during the period.

#### INDUSTRIAL DISPUTES.—AUSTRALIA, 1924 TO 1928.

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.
NUMBER OF DISPUTES.						
1924 ..	31	15	410	23	25	504
1925 ..	39	15	391	30	24	499
1926 ..	60	17	227	29	27	360
1927 ..	60	19	285	41	36	441
1928 ..	28	6	194	42	17	287
1924 to 1928 ..	218	72	1,507	165	129	2,091
NUMBER OF WORKPEOPLE INVOLVED.						
1924 ..	6,899	2,753	133,876	5,631	3,287	152,446
1925 ..	8,420	1,882	135,409	25,084	5,951	176,746
1926 ..	12,408	924	93,107	2,901	3,694	113,034
1927 ..	11,368	9,690	132,766	42,487	4,446	200,757
1928 ..	3,304	250	72,504	17,992	2,332	96,422
1924 to 1928 ..	42,399	15,539	567,662	94,095	19,710	739,405
NUMBER OF WORKING DAYS LOST.						
1924 ..	116,427	28,204	662,257	85,479	26,279	918,646
1925 ..	129,808	37,615	577,132	291,415	92,600	1,128,570
1926 ..	271,049	10,015	950,770	36,693	41,734	1,310,261
1927 ..	168,432	342,649	868,779	304,586	29,135	1,713,581
1928 ..	71,803	3,419	316,245	367,271	18,540	777,278
1924 to 1928 ..	757,519	421,902	3,375,183	1,085,444	208,288	5,848,336
ESTIMATED LOSS IN WAGES.						
1924 ..	£ 80,746	£ 21,359	£ 735,572	£ 61,823	£ 18,199	£ 917,699
1925 ..	124,894	35,674	688,755	209,521	48,700	1,107,544
1926 ..	249,712	7,721	1,098,111	27,306	32,963	1,415,813
1927 ..	138,418	293,792	1,009,580	210,214	24,692	1,676,696
1928 ..	61,160	3,225	378,655	317,337	14,982	775,359
1924 to 1928 ..	654,930	361,771	3,910,673	826,201	139,536	5,893,111

4. **Summary of Disputes (involving Stoppage of Work), 1924 to 1928.**—The following table gives particulars of the number of industrial disputes in each State in various years from 1924 to 1928, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages.

## INDUSTRIAL DISPUTES.—SUMMARY, 1924 TO 1928.

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	No. of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales ..	1924	416	584	116,037	17,648	133,735	706,796	£ 755,142
	1925	430	458	123,292	16,937	140,229	649,840	736,601
	1926	256	631	68,281	28,359	96,640	1,111,230	1,229,410
	1927	339	470	108,116	40,425	148,541	1,133,963	1,230,060
	1928	(a) 230	313	70,303	10,119	80,422	480,394	521,768
Victoria ..	1924	30	36	9,621	416	10,037	66,567	50,735
	1925	19	158	5,428	3,172	8,600	131,737	130,817
	1926	33	39	6,320	2,245	8,565	100,735	106,423
	1927	24	36	8,937	284	9,221	54,367	44,470
	1928	21	51	4,309	1,567	5,876	110,659	96,454
Queensland ..	1924	25	30	2,889	246	3,135	47,214	42,018
	1925	22	64	20,432	840	21,272	219,826	164,480
	1926	29	37	2,054	391	2,445	30,118	27,412
	1927	30	376	29,594	690	30,234	428,135	325,884
	1928	(a) 12	329	2,958	670	3,628	70,764	62,008
South Australia ..	1924	14	52	1,546	147	1,693	19,459	14,851
	1925	11	24	1,118	281	1,399	19,463	12,240
	1926	17	60	2,008	740	2,748	22,836	17,133
	1927	19	24	6,517	1,359	7,876	51,284	40,266
	1928	8	40	2,257	1,211	3,468	54,335	45,999
Western Australia ..	1924	13	233	2,131	1,366	3,497	66,734	42,329
	1925	10	180	3,321	814	4,135	93,941	58,358
	1926	9	28	523	78	601	9,081	5,998
	1927	20	25	3,345	47	3,392	23,819	19,944
	1928	(a) 11	62	2,106	422	2,528	54,896	43,472
Tasmania ..	1924	5	5	268	54	322	11,606	12,268
	1925	3	16	169	70	239	2,989	2,300
	1926	10	12	660	231	891	5,080	4,363
	1927	6	6	354	421	775	14,950	9,182
	1928	4	3	371	84	455	5,595	5,508
Northern Territory	1924	1	1	27	..	27	270	356
	1925	1	1	16	..	16	39	39
	1926	2	2	93	112	205	996	870
	1927	2	2	338	..	338	5,163	4,753
	1928	1	1	45	..	45	135	150
Fed. Cap. Territory	1925	3	5	823	33	856	5,735	4,709
	1926	4	4	829	110	939	30,185	24,204
	1927	1	5	350	..	350	1,900	2,137
	1928	..	..	..	..	..	..	..
Australia ..	1924	504	941	132,569	19,877	152,446	918,646	917,699
	1925	499	906	134,599	22,147	176,746	1,128,570	1,107,544
	1926	360	813	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	944	157,581	43,176	200,757	1,713,581	1,676,696
	1928	237	804	82,349	14,073	96,422	777,278	775,359

(a) See footnote on page 552.

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

The number of industrial disputes recorded during 1928 was 237, as compared with 441 during the previous year. In New South Wales 230 disputes occurred. Of this number 186 involved workpeople engaged in coal mining and quarrying. Working days lost during 1928 totalled 777,278 for all disputes in Australia as compared with 1,713,581 working days lost during 1927. The estimated loss of wages was £1,676,696 in 1927 as against £775,359 in the following year. The losses in working days and wages are the lowest recorded since 1918.

5. *Particulars of Principal Disputes in 1928.*—(i.) *General.*—The preceding tables show the number and effect of all disputes for the year 1928, classified according to Industrial Groups. Details regarding the more important disputes which occurred during the year are given hereunder. The figures disclose a decrease compared with those of the previous year as regards number of disputes occurring and working days and wages lost, the decreases being respectively 35, 55, and 54 per cent. The number of disputes is the lowest since 1923. The tables show that of the total number of disputes (287) which occurred in 1928 no less than 194 occurred in connexion with the mining industry, and of these 186 occurred in New South Wales. The total loss in wages through all disputes in Australia was £775,359. The loss through disputes in the coal-mining industry in New South Wales was £372,398, or 48 per cent. of the total loss in wages for Australia.

(ii.) *Details regarding Disputes.*—Maritime workers were involved in two serious dislocations during the year, viz., the marine cooks' dispute which commenced on 3rd March, and the wharf labourers and stevedores' dispute during September. The marine cooks' trouble commenced on 3rd March on the refusal of the owners of the s.s. *Ulimaroa*, berthed at Sydney, to accede to the demand of the cooks to add a cook and a sculleryman to the ship's complement in addition to filling the place of second cook which had become vacant. The Union sent an ultimatum to the owners stating that the second cook would not be signed on unless the additional assistance was engaged. The owners declined to engage the extra help and the vessel, which was due to depart for New Zealand, was held up and many passengers were inconvenienced. The owners took definite action by giving the crew 24 hours' notice.

No settlement of the dispute was reached during March, and early in April the trouble extended owing to the cooks on other vessels refusing to offer for employment in sympathy with the cooks involved in the dispute on the s.s. *Ulimaroa*. Steamers were laid idle at Sydney, Melbourne, Adelaide, and other ports. During May and June, interstate shipping became greatly disorganized, as the vessels on reaching home ports were laid up. Seamen, wharf labourers and other workpeople directly and indirectly concerned with maritime services were thrown out of employment.

Attempts were made by the Australasian Council of Trade Unions to intervene in the dispute, but the officials of the Marine Cooks' Association were not disposed to hand over control.

The Commonwealth Steamship Owners' Association made application to the Commonwealth Court of Conciliation and Arbitration on 27th April for the suspension or cancellation of the Marine Cooks, Bakers and Butchers' award, and after hearing arguments, the Chief Judge ruled that the respondent union had indulged in direct action and intimated that unless the union satisfied the Court that its attitude would be abandoned action would be taken to preclude members of the union from benefits under the award. Notwithstanding the Court's ruling, the cooks continued the dispute and consequently the award was suspended.

The cooks decided on 14th June to accept the owners' terms of settlement and arrangements were made to recommission the vessels, but complete settlement was not reached for some days, as the owners contended that the union was not abiding by the terms of settlement in regard to the free selection of men for employment.

The Waterside Workers' dispute commenced on the 10th September, when wharf labourers and stevedores ceased work on being informed that they were employed under the terms of the award made by Judge Beeby of the Commonwealth Court of Conciliation and Arbitration on 21st August, 1928. The officials of the Waterside Workers' Federation had previously informed the employers of their decision to repudiate the award, and had asked for a conference to arrive at an agreement independent of the award. The employers refused to accede to the request for a conference, and consequently work on the wharfs ceased. All States were affected, but the trouble was most acute at Melbourne, Port Adelaide, Fremantle, and Queensland ports. Waterside workers at Sydney were prepared to work, but owing to the ships being laid up at other ports little employment was offering. It was estimated that the number of vessels held up in the various ports was approximately 70. Volunteer crews were engaged for some vessels which were declared "black." The

Federal Council of the Waterside Workers' Federation recommended that the award be accepted under protest, but certain sections of the organization refused to carry out the decision of the Council, and the dispute became widespread.

Under the provisions of the Transport Workers' Act 1928, waterside workers were required to obtain a licence, and when the system was brought into operation on 1st October large numbers of non-unionists applied for licences, and disturbances occurred at Melbourne and other ports.

At an Interstate Conference of maritime workers' unions the opinion was expressed that the Act was a direct challenge to the trade union movement, and instructed all trade unions to oppose the introduction of "free" labour and instructed members not to apply for licences under the Act.

Information as to the provision of this Act and of the number of licences issued is given hereunder :—

The Transport Workers' Act, No. 37 of 1928, was assented to on 24th September, 1928, and came into operation during the waterside workers' dispute.

The third section of the Act is a departure from the usual type of Commonwealth legislation. It confers on the Governor-General the power to make regulations which notwithstanding anything in any other Act (but subject to the Acts Interpretation Acts of 1901-1918 and 1904-1916) "shall have the force of law, with respect to the employment of transport workers, and in particular for regulating the engagement, service, and discharge of transport workers, and the licensing of persons as transport workers, and for regulating and prohibiting the employment of unlicensed persons as transport workers, and for the protection of transport workers."

The term "transport worker" has the wide interpretation of "persons applying for or engaged in work in or in connexion with the provision of services in the transport of persons or goods in relation to trade or commerce by sea with other countries or among the States."

The regulations under the Act required one section of transport workers, viz., waterside workers, to obtain licences to carry on their occupation, as from 1st October, 1928, but this is compulsory only at the ports for which a licensing officer has been appointed. Under the direction of the Minister for Trade and Customs, the Comptroller-General appointed ten licensing officers for thirteen ports, the application of the regulation to each port being considered in the light of the local industrial situation.

Licensing officers were appointed at the following ports :—Melbourne, Port Adelaide, Fremantle, Newcastle, Brisbane, Bundaberg, Bowen, Port Douglas, and for Innisfail, Goondi and Mourilyan, and Townsville and Lucinda. It was not considered necessary to extend the licensing system to other ports. In the main ports licensing commenced on 1st October, 1928, and at other ports a few days later. The number of licenses issued was approximately 27,000, and the great majority were taken out at the time of, and immediately following, the settlement of the waterside dispute.

Provision is made for the cancellation of the licence of a waterside worker who, *inter alia*, refuses to comply with any lawful order given in relation to his employment or who, after offering for or engaging to work, refuses to work in accordance with the terms of the waterside workers' award, or who exercises intimidation or violence in relation to or uses threatening or abusive language to another licensed person, or who is convicted of an offence such as pillaging of cargo, smuggling, etc., of a nature indicating his unfitness for employment as a waterside worker. The regulations also provide penalties on employers, employees, and others committing breaches of the regulations.

The following statement shows briefly the proceedings taken in the Commonwealth Court of Conciliation and Arbitration in reference to the waterside workers' dispute.

On 13th September Judge Beeby, on the application of the employers, made a declaration under section 7 of the Act that a strike existed in the industry in which waterside workers covered by the award of Judge Beeby on 21st August, 1928, were employed.

On 15th September leave was given by Chief Judge Dethridge to an application, on behalf of the Commonwealth, to prosecute the Waterside Workers' Federation for

a contravention of Section 6 of the Commonwealth Conciliation and Arbitration Act. Pursuant to the leave so granted the Federation was prosecuted before a Court of Petty Sessions constituted by a Police Magistrate in Melbourne on the 22nd September, 1928, convicted and fined £1,000.

On 20th September the Chief Judge, on the application of employers, suspended in respect of the Ports of Fremantle, Adelaide, Port Kembla, Melbourne (as to members of the Port Phillip Stevedores Branch of the Waterside Workers' Federation only), Brisbane, Mackay, and Bowen those clauses in the award relating to preference of employment for members of the claimant Federation or to priority of engagement for those members.

On 22nd October, 1928, the Chief Judge suspended generally clauses in the award relating to preference of employment for members of the Federation or to priority of engagement for those members, and varied the award (a) by inserting therein provisions enabling the employment of wharf workers on weekly hiring; (b) by providing, in respect of the "Oversea Section" of the Port of Melbourne "pick up" places other than those originally prescribed. At the same time the award was interpreted in respect of other matters.

Members of the Waterside Workers' Union at different ports took out licences under the Transport Workers' Act on varying dates, but the members at Brisbane and Melbourne refrained from taking out licences until 17th October. Feeling on the wharfs and at "pick up" places ran very high, and clashes occurred between unionists and non-unionists. The members of the union were prepared to work under the terms of the award and took out licences, but at Melbourne, Adelaide, Brisbane and other ports many unionists were displaced by non-unionists who took out licences during the term of the dispute.

Disputes at the collieries in New South Wales during the year were numerous and resulted in a loss of 310,839 working days. The dislocations of work were mainly due to local differences between the members of the lodges and the managements, and there was no concerted stoppage of work involving the total industry during the period.

Boilermakers at the Government Dockyards, Newcastle, ceased work on 14th February and did not resume until 23rd March. The stoppage was a protest against a system of payment by results or piece-work. A compulsory conference convened by the Commonwealth Conciliation Commissioner was unsuccessful in terminating the dispute. The New South Wales Government decided to close down the works, and informed the employees that the Government would consider the disposal of the dockyards. After further negotiations the men decided to resume work and accept the piece-work system.

A dispute in which the crew of the Victorian lighthouse steamer s.s. *Lady Loch* was involved occurred in January and continued for some weeks. The trouble originally started over penalties imposed under the Navigation Act on certain seamen for being absent without leave, but later as a protest against the decision of the Federal Government to place the crew under Public Service conditions, which the men claimed was a distinct change from the practice for twenty years, and introduced different wages and conditions to those covering other seamen engaged in the Australian trade. The Government, however, decided to bring the manning of the s.s. *Lady Loch* and other lighthouse steamers under the provisions of the Public Service Act, and applications were called for the positions. Many applications were received and the required number of men was chosen, including a number of the original crew of the vessel.

An extensive dispute in Western Australia, involving employees in the job printing industry in Perth, occurred on 23rd February and continued until 24th May. Over 300 workpeople, including a number of female employees, ceased work. The agreement governing rates of wage and working conditions in the job printing industry had expired and negotiations for a new agreement were proceeding between the representatives of the employees and the employers. A revised schedule of rates and conditions which would ensure to members of the union a greater share in the profits of the industry was submitted to a conference in January, but the new schedule was rejected by the employers.

Further negotiations took place, and the matter was referred to a full meeting of the Employers' Association, when the employers adhered to their original decision.

The union asked for a further conference, the negotiations to be confined, so far as the employees were concerned, to wages, holidays and sick pay.

The request of the union was rejected, and the board of management of the union decided to put into operation the decision that members should refuse to fill in their daily time dockets and also refuse to work overtime. The members carried out the instructions from the union, with the result that employees in most offices in the metropolitan area were instantly dismissed.

The State Arbitration Court intervened in the dispute, and the parties were summoned to a compulsory conference which, however, did not result in a settlement. Application for the appointment of an industrial board was made to the Industrial Court by the union, but the President deferred the decision.

Following a conference in the Arbitration Court between representatives of the parties involved in the dispute a settlement was reached. The terms of settlement safeguarded the interests of apprentices involved in the dispute, and provided that no victimization should occur. The employees returned to work on the same conditions and rates of pay as existed at the commencement of the dispute.

It is, of course, obvious that the mere number of disputes cannot by itself be accepted as a proper basis of comparison, nor does the number of workpeople afford a satisfactory basis. A better idea as to the significance and effect of industrial disputes may be obtained from the number of working days lost and the estimated loss in wages.

The position which New South Wales occupies in comparison with the other States is almost entirely due to the prevalence of disputes in connexion with coal-mining, and attention has frequently been drawn to the preponderating influence exercised by these disputes on the total number of industrial disputes. In making any comparison as to the number of disputes in this industrial class in each State, it should be observed that the number of workers engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States.

Apart from these stoppages, the number of disputes in all other industries, whilst still in excess of that for each of the other States, does not compare unfavourably if the number of workpeople in each State is taken into consideration.

In regard to extensive dislocations of industry prior to the institution of systematic inquiries by this Bureau, efforts were made to obtain statistical data relating to the shearers' disputes in 1890, 1891, and 1894, and the maritime dispute in the early part of 1891, but precise information was not obtainable.

6. Duration of Industrial Disputes, 1928.—The following table gives particulars respecting the number of disputes, workpeople directly and indirectly involved, working days lost, and estimated amount of loss in wages respectively, consequent on the cessations of work recorded for Australia during the year 1928, classified under the adopted limits of duration :—

## INDUSTRIAL DISPUTES.—DURATION, AUSTRALIA, 1928.(a)

Limits of Duration.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
1 day and less .. ..	119	41,892	3,511	45,403	44,781	52,576
2 days and more than 1 day	29	11,038	458	11,496	22,992	27,056
3 days and more than 2 days	22	4,412	28	4,440	13,225	15,365
Over 3 days and less than 1 week (6 days) .. ..	18	2,490	235	2,725	11,372	12,756
1 week and less than 2 weeks	33	4,891	657	5,548	50,642	52,982
2 weeks and less than 4 weeks	33	6,659	1,777	8,436	132,366	150,634
4 weeks and less than 8 weeks	19	9,300	3,427	12,727	322,445	290,830
8 weeks and over .. ..	14	1,667	3,980	5,647	179,455	173,160
Total .. ..	287	82,349	14,073	96,422	777,278	775,359

(a) See footnote (a) on page 552.

Similar figures for the years 1913 to 1927 will be found in previous issues of the Year Book and in the Labour Reports of this Bureau.

7. Causes of Industrial Disputes, 1914 to 1928.—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes during the years 1914 and 1923 to 1928, classified according to principal cause:—

## INDUSTRIAL DISPUTES.—CAUSES, AUSTRALIA, 1914 TO 1928.

Causes of Dispute.	1914.	1923.	1924.	1925.	1926.	1927.	1928.
NUMBER OF DISPUTES.							
1. Wages—							
(a) For increase ..	50	35	44	33	23	24	8
(b) Against decrease ..	3	4	7	5	5	4	3
(c) Other wage questions ..	67	37	95	99	67	66	39
2. Hours of Labour—							
(a) For reduction ..	1	10	2	4	13	14	2
(b) Other disputes re hours ..	13	2	4	6	2	4	2
3. Trades Unionism—							
(a) Against employment of non-unionists ..	13	4	6	8	5	12	6
(b) Other union questions ..	11	11	31	27	22	24	11
4. Employment of particular Classes or Persons ..	83	68	137	118	108	152	105
5. Working Conditions ..	72	57	111	100	46	72	48
6. Sympathetic ..	3	9	8	16	8	5	9
7. Other Causes ..	21	37	59	77	61	64	54
Total ..	337	274	504	499	360	441	(a)287

## NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase ..	7,362	9,816	8,312	23,443	17,046	7,316	2,775
(b) Against decrease ..	534	174	1,113	1,123	1,275	300	1,317
(c) Other wage questions ..	15,243	8,696	30,585	31,387	18,883	20,297	17,057
2. Hours of Labour—							
(a) For reduction ..	220	6,488	1,328	462	9,730	7,813	61
(b) Other disputes re hours ..	3,237	485	1,172	2,668	290	288	1,005
3. Trades Unionism—							
(a) Against employment of non-unionists ..	5,807	473	1,005	1,592	125	4,432	193
(b) Other union questions ..	1,593	2,310	12,078	10,957	3,790	25,848	2,311
4. Employment of particular Classes or Persons ..	14,863	11,269	39,839	36,075	25,165	55,174	35,379
5. Working Conditions ..	17,053	15,605	36,630	35,034	12,889	29,766	14,169
6. Sympathetic ..	675	875	436	5,328	3,499	1,484	6,123
7. Other Causes ..	4,462	20,130	19,948	28,677	20,342	48,039	16,032
Total ..	71,049	76,321	152,446	176,746	113,034	200,757	96,422

## NUMBER OF WORKING DAYS LOST.

1. Wages—							
(a) For increase ..	99,451	64,493	120,317	209,356	580,183	150,691	6,548
(b) Against decrease ..	32,965	1,012	13,553	24,352	2,573	2,578	3,824
(c) Other wage questions ..	169,847	81,749	111,613	154,169	82,898	83,831	80,755
2. Hours of Labour—							
(a) For reduction ..	9,240	101,807	130,440	12,816	280,152	305,782	725
(b) Other disputes re hours ..	16,855	36,092	42,441	16,173	290	4,487	2,667
3. Trades Unionism—							
(a) Against employment of non-unionists ..	92,720	784	2,555	14,784	1,623	82,156	2,137
(b) Other union questions ..	6,968	17,743	40,046	105,195	15,607	204,802	8,900
4. Employment of particular Classes or Persons ..	64,307	63,094	253,779	214,738	114,917	310,425	423,555
5. Working Conditions ..	584,289	134,830	124,041	150,325	123,390	303,788	98,852
6. Sympathetic ..	2,125	6,357	926	41,046	38,381	3,573	106,358
7. Other Causes ..	11,568	638,016	78,935	185,616	70,247	261,468	42,957
Total ..	1,090,395	1,145,977	918,646	1,128,570	1,310,261	1,713,581	777,278

(a) See footnote (a), page 552.

The main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the years 1914 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. During 1928 the number of disputes concerning "Wages" represented only 17 per cent. of the total number for the 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. 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 decreased during 1928. "Sympathetic" disputes have not been numerous during the past three years.

8. Results of Industrial Disputes.—The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes throughout Australia during the five years 1924 to 1928, classified according to results :—

INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS.—AUSTRALIA,  
1924 TO 1928.(a)

Year.	No. of Disputes.				Number of Workpeople Involved in Disputes.				Total Number of Working Days Lost by Disputes.			
	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.
1924 ..	146	261	48	45	32,762	89,709	13,843	15,432	153,533	416,174	291,039	29,445
1925 ..	130	335	20	6	50,983	116,658	4,844	2,829	448,136	549,796	52,321	12,923
1926 ..	72	243	30	11	11,631	85,115	14,220	1,623	78,313	891,093	257,004	21,486
1927 ..	88	307	35	5	28,005	152,429	18,571	995	207,009	1,198,163	294,102	10,285
1928 a b	39	228	14	1	7,362	85,306	2,814	178	55,757	674,076	16,309	178

(a) See footnote (a), page 552.

(b) The following particulars of disputes which were incomplete at the 31st December, 1928, should be added to the above figures to effect a balance with those published in the preceding table :—

State.	No. of Disputes.	No. of Establishments.	Workpeople Involved.	Working Days Lost.
New South Wales .. .. .	4	8	672	30,508
Tasmania .. .. .	1	1	90	450
Total .. .. .	5	9	762	30,958

9. Methods of Settlement.—The following tables show for Australia the number of disputes, number of workpeople involved, and number of working days lost in industrial disputes during the years 1914 and 1923 to 1928, classified according to the adopted schedule of methods of settlement :—

## INDUSTRIAL DISPUTES.—METHODS OF SETTLEMENT, AUSTRALIA, 1914 TO 1928.(a)

Methods of Settlement.	1914.	1923.	1924.	1925.	1926.	1927.	1928.(b)
NUMBER OF DISPUTES.							
Negotiations—							
Direct between employers and employees or their representatives	247	140	264	209	166	220	138
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	11	25	20	24	16	18	8
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference	7	4	11	12	8	13	10
By reference to Board or Court	17	2	7	2	10	19	8
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	5	2	12	13	13	19	6
By Filling Places of Workpeople on Strike or Locked Out	16	5	5	4	8	5	10
By Closing-down Establishment permanently	4	1	2	1	..	10	3
By Other Methods	30	86	179	226	135	122	99
Total	337	265	500	491	356	435	(b)282

## NUMBER OF WORKPEOPLE INVOLVED.

Negotiations—							
Direct between employers and employees or their representatives	48,204	30,213	70,895	75,961	44,995	94,070	37,708
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	8,054	10,277	4,448	12,767	17,072	5,839	1,242
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference	770	615	2,519	1,781	936	3,763	2,009
By reference to Board or Court	7,308	544	2,952	208	684	4,314	2,975
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	205	58	4,262	3,251	4,332	33,517	1,497
By Filling Places of Workpeople on Strike or Locked Out	629	315	130	160	245	533	11,047
By Closing-down Establishment permanently	86	18	170	28	..	1,104	266
By Other Methods	5,793	33,408	66,370	81,158	44,325	56,860	38,916
Total	71,049	75,448	151,746	175,314	112,589	200,000	95,660

## NUMBER OF WORKING DAYS LOST.

Negotiations—							
Direct between employers and employees or their representatives	803,799	229,503	373,155	470,110	417,158	700,968	273,254
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	128,231	582,929	103,005	320,046	549,427	100,148	36,937
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference	4,256	25,531	41,900	17,650	11,281	80,815	38,878
By reference to Board or Court	120,685	8,484	142,939	4,338	8,744	60,236	29,533
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	1,421	473	74,376	67,272	134,841	305,303	3,962
By Filling Places of Workpeople on Strike or Locked Out	4,402	2,517	3,040	1,163	2,865	9,706	266,369
By Closing-down Establishment permanently	3,646	18	1,250	1,932	..	30,289	750
By other Methods	23,955	267,859	150,526	180,665	118,580	422,094	96,637
Total	1,090,395	1,117,314	890,191	1,063,176	1,242,896	1,709,559	746,320

(a) See footnote on page 552.

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

INDUSTRIAL DISPUTES.—METHODS OF SETTLEMENT, AUSTRALIA,  
1914 TO 1928(a)—continued.

Methods of Settlement.	1914.	1923.	1924.	1925.	1926.	1927.	1928.
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ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
<b>Negotiations—</b>							
Direct between employers and employees or their representatives	402,729	252,059	398,628	505,565	425,527	700,332	280,509
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	66,225	676,288	114,830	230,771	658,498	102,699	43,201
<b>Under State Industrial Act—</b>							
By intervention, assistance, or compulsory conference	1,841	24,158	34,151	15,395	6,819	77,162	45,475
By reference to Board or Court	64,208	7,536	110,559	3,499	7,771	42,978	22,595
<b>Under Commonwealth Conciliation and Arbitration Act—</b>							
By intervention, assistance, or compulsory conference	712	350	56,766	68,880	124,511	284,282	3,156
<b>By Filling Places of Workpeople on Strike or Locked Out</b>	2,076	1,737	2,111	1,225	2,548	7,245	230,093
<b>By Closing-down Establishment permanently</b>	1,651	13	970	2,318	..	34,580	473
<b>By Other Methods</b>	11,786	279,104	167,149	206,775	134,805	422,828	113,363
<b>Total</b>	551,228	1,241,245	885,164	1,034,428	1,360,479	1,672,106	738,865

(a) See footnotes on previous page.

The majority of the disputes were settled by direct negotiations between employers and employees, the proportion so settled ranging between 47 per cent in 1924 and 76 per cent. in 1921. Of the 282 disputes during 1928, 138 or 49 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 2 per cent. in 1923 to 15 per cent. in 1920. The proportion in 1928 was 9 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 for 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 400,000. 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,

percentage unemployment results based on the information supplied may be taken to show the general trend of unemployment. 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. The results, may, however, be taken as representing fairly well labour conditions generally.

#### UNEMPLOYMENT.—STATES, 1928.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales .. ..	102	171,354	19,324	11.3
Victoria .. ..	79	121,488	13,229	10.9
Queensland .. ..	46	54,531	3,833	7.0
South Australia .. ..	59	42,307	6,351	15.0
Western Australia .. ..	57	25,817	2,084	8.2
Tasmania .. ..	32	7,925	848	10.6
<b>Australia .. ..</b>	<b>375</b>	<b>423,422</b>	<b>45,669</b>	<b>10.8</b>

(ii) *Summary for Australia.* The following table gives a summary for Australia for the last five years :—

#### UNEMPLOYMENT.—AUSTRALIA, 1924 TO 1928.

Particulars.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1924 .. ..	413	397,613	35,507	8.9
1925 .. ..	380	391,380	34,620	8.8
1926 .. ..	374	415,397	29,326	7.1
1927 .. ..	375	445,985	31,032	7.0
1928 .. ..	375	423,422	45,669	10.8
1928 1st Quarter .. ..	378	427,992	45,638	10.7
2nd „ .. ..	363	416,827	46,656	11.2
3rd „ .. ..	378	419,899	47,745	11.4
4th „ .. ..	379	428,970	42,637	9.9

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; they do not include persons out of work through strikes or lock-outs.

The highest percentage of unemployed yet recorded (12.5) was reached in the second quarter of 1921.

(iii) *Industrial Groups.* The next table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, etc., and domestic, hotels, etc., are insufficiently represented in the returns owing to the impossibility of securing the necessary information from the trade unions. Particulars are not,

therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

UNEMPLOYMENT IN INDUSTRIAL GROUPS.—AUSTRALIA, 1928.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
I. Wood, Furniture, etc. . .	17	21,019	1,949	9.3
II. Engineering, Metal Works, etc. . .	61	80,441	10,276	12.8
III. Food, Drink, Tobacco, etc. . .	47	32,320	2,810	8.7
IV. Clothing, Hats, Boots, etc. . .	20	38,010	3,831	10.1
V. Books, Printing, etc. . .	12	19,414	524	2.7
VI. Other Manufacturing . . .	63	39,006	6,575	16.9
VII. Building . . .	44	53,876	5,931	11.0
VIII. Mining, Quarrying, etc. . .	20	29,000	5,471	18.8
X. Land Transport other than Rail- way and Tramway Services . .	12	16,761	1,206	7.2
IX., XI., XII., XIII., and XIV. Other and Miscellaneous . .	79	93,575	7,096	7.6
All Groups . . .	375	423,422	45,669	10.8

3. Seasonal Employment in Australia.—A preliminary investigation concerning the extent of seasonal employment in Australia was made during the year. The State Statisticians were requested to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations, and from the reports received from these officials, supplemented by information from other sources, the following particulars have been compiled.

The industries or callings in Australia which may be stated most definitely to be seasonal are rural, or closely allied to rural pursuits. Other trades and occupations are subject to seasonal fluctuations, but not to the same extent. The industries, trades, or callings affected by seasonal fluctuations may, therefore, be divided into two groups, the first of which includes those of a definitely seasonal character, and the second group comprising trades and occupations in which large numbers of workers are required during certain portions of the year, but which are, to a greater or less extent, in operation during the twelve months. Workpeople in the first group are employed only for the season. Their period of work is limited, and at the end of the season the necessity of securing some other class of employment arises. In the second group large numbers of workpeople are required to cope with the rush of work, and when the bulk of the work is completed many are dismissed, but the nucleus of a staff is generally maintained during the year.

Workpeople following the undermentioned occupations may be considered to be engaged in purely seasonal employment:—(a) Sheep shearing, classing, wool pressing, shed hands, cooks, etc.; (b) fruit picking, packing and drying; (c) agriculture—cultivating, sowing and harvesting, potato digging, hop tying and picking; (d) sugar cane cutting and sugar beet cultivating and digging; (e) slaughtering for export; and (f) salt scraping.

The following trades and callings are affected by seasonal fluctuations in employment:—(a) jam making; (b) fruit and vegetable canning and preserving; (c) sauce and pickle making; (d) aerated water making; (e) ice refrigerating and ice cream making; (f) wool scouring; (g) fellmongering; (h) tanning; (i) chaff cutting; (j) wine and spirit making; (k) sugar milling; (l) flour milling.

Peak periods of employment occur during each year in connexion with other classes of work. Large staffs are required at wool and grain stores following the completion of the shearing and wheat harvesting seasons. The employees affected are mainly clerks and storemen. Waterside workers and tally clerks are employed in larger numbers during the early months of each year for the loading and checking of wheat and wool exports. Similar activity occurs during the fruit and meat export seasons. During

sale periods and prior to Christmas shop assistants are employed in larger numbers, also there is often an increased activity in the printing trades prior to Christmas. During certain months of the year increased business prevails in the tailoring, dressmaking, and millinery trades, due to the completion of orders for the new season's goods, and similar activity occurs immediately prior to racing or other carnivals. There are other trades and callings in which employment fluctuates considerably during each year, but not to the same marked extent as in those previously mentioned.

*Sheep shearing.* During the last four months of each year sheep shearing is in full operation in all States. In the northern portion of Queensland, and in the north-west of Western Australia the season commences earlier. By the end of the year the bulk of the shearing is completed, although in certain localities and sheds sheep are shorn in January. According to evidence given in the Commonwealth Court of Conciliation and Arbitration, the average duration of the shearing expedition, or average period during which shearers are employed, is about twenty weeks, of which, in the Eastern States, three are spent in travelling, as against about five weeks in Western Australia.

At the termination of the shearing season many of the employees return to the cities and towns to follow general labouring work or to obtain employment on railway or other construction work, but the greater percentage passes from one rural industry to another, such as harvesting, fruit picking, sugar cane cutting, etc.

*Agriculture.* Additional labour is required in agricultural pursuits during two periods of the year—(a) during April to June when the crops are being sown, and (b) during October to January, when the crops are being harvested. The seasonal periods differ slightly in the various States, but the extra help would generally be engaged during the months mentioned. The seasonal or temporary labour in the agricultural industry is mainly required in connexion with the sowing and harvesting of wheat, but additional assistance is required by farmers at certain periods of the year for potato digging (April to June); hop picking (February and March); sugar beet digging (April to June); and hay making and chaff cutting (December and January).

*Fruit picking.* Fruit picking gives employment to large numbers of workers, male and female, during the season, which varies in duration and point of time in the several States. Small fruits are generally gathered during December to February, while the picking season for stone fruits extends from December to April. The season for apples and pears covers the months of February to June. Grapes and currants are gathered mainly during the months of February and March. The drying of these fruits gives employment to large numbers of workpeople in districts such as Mildura, Renmark, and other grape-growing areas. Extra labour is also required in districts where grapes are grown for the production of wine and wine spirit. The picking of citrus fruits—oranges and lemons—also provides work during a portion of the year, mainly June to August.

*Sugar Industry.* Sugar cane for the production of sugar is extensively grown in the coastal districts of Queensland and in the northern areas of New South Wales, and during the cutting and milling season affords employment to large bodies of workers. The season extends from June to December. Extra labour is required in the beet-growing areas of Victoria during the season for digging, about April to June.

*Meat Industry.* Considerable seasonal employment occurs in connexion with the slaughtering for export of cattle, sheep, and lambs. In Queensland, the busy season for the slaughtering of cattle extends from March to July. After that month the staff required is small in comparison with that employed during the peak period. The great proportion of the beef exported from Australia is grown, slaughtered, and shipped from Queensland. In New South Wales and Victoria sheep and lambs are slaughtered in large numbers for export, and during the season additional labour is required, not only in the slaughtering establishments, but in meat works and on the wharves. The season extends from October to January. Victoria supplies the greater proportion of the lambs exported, while New South Wales exports more mutton than any other State. In both States cattle also are slaughtered for export. The meat works in the north-west of Western Australia employ special staffs during the season for the slaughtering of cattle for export.

*Other Trades and Industries.* The tanning, fellmongering, and wool scouring industries are subject to severe fluctuations in employment during each year. Work at tanneries is slack during the later months of the year, while fellmongeries reduce hands considerably during the months of November to March, in some cases to the extent of 50 per cent. Wool scouring is busy from September to March and staffs are greatly reduced during the other months of the year.

The peak period for jam making and fruit canning occurs in Victoria during the months of November to April, when large numbers of workers, mostly females, are required to cope with the rush of work. In Tasmania the busy season extends to June. The ripe fruit comes to hand in such quantities that it is not possible to manufacture all the fruit into jam during the rush period, but by adopting a system of partial manufacture, or pulping, the process of jam making is divided into two sections, and the manufacturers are enabled to handle a larger quantity of fruit, some of which otherwise would have become useless, while a certain proportion of the employees are retained for longer periods. Considerable employment of a temporary character is provided by establishments engaged in fruit canning and preserving, and by sauce and pickle manufacturers, while during the summer months aerated water factories, ice refrigerating works, and establishments making ice cream employ greatly increased staffs for the season, the length of which depends on the weather.

**4. Organization of Public Works in connexion with Unemployment.**—Replies to inquiries from various public departments in the several States show that there does not appear to be any definite provisions made for the postponement of public works during times of economic activity with a view to reserving such works for periods of slackness in employment generally.

The State Government of Western Australia makes provision for the reservation of a sum of money each year for certain works which are put in hand during the period, May to September, in order to provide employment for men who are released from their usual occupations in the country districts, that is, the period between the end of the work for one wheat season and the beginning of that for another. Thus the State Government has in its employ during this period a greater number of men than during any other portion of the year. It is also understood that it is the practice in Western Australia to distribute expenditure on extensive works, such as railways, roads, bridges, harbours, etc., as evenly as possible over the financial year. This practice, however, does not appear to be in operation in other States. The degree of urgency of public works and the availability of departmental funds are the controlling factors. At the beginning of each financial year the works to be constructed are determined, the amount of funds required during the year is allocated, and the works are then proceeded with regularly, provision not being made for any deferment to meet prospective unemployment.

The general opinion of the heads of departments approached for information is that the reservation of certain public works to periods of severe unemployment would be most desirable, but the tendency in the past has been to proceed with public works as the funds became available, so that, on occasions, government works on a large scale were being carried on during periods of economic activity, while on other occasions, when trade and industry were depressed, the public authorities have been forced to economize, thereby aggravating the depression.

In order to provide employment during periods of acute unemployment, an endeavour is generally made by the respective State Governments to expedite the putting in hand of public works by providing special votes to be expended on relief works. The necessity for such action is generally brought under the notice of the Governments by deputations representing the unemployed.

In addition to providing employment on special relief works, the Governments urge such local bodies as Roads Boards, Water and Sewerage Boards, and Local Government authorities generally to endeavour to relieve distress by putting in hand any available work. Municipal Councils and other local authorities frequently proceed with road construction and other improvement work, the cost of which is paid for in co-operation with the Government on the £1 for £1 basis, that is, for every £1 expended by the Local Authority, the Government advances £1. The adoption of this plan for providing funds has enabled large numbers of men to be given temporary employment on works which otherwise would have been deferred.

Definite schemes for the advancement or postponement of public works for the purpose of alleviating unemployment have not been in operation in Australia during past years, but as the question of devising a scheme for the alleviation of unemployment is now receiving serious consideration, this phase of relieving distress will probably receive attention.

### § 3. Apprenticeship.

In Year Book No. 16, pp. 602-3, information was given with regard to 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, but further investigations are being made, and additional and more comprehensive information will be incorporated in a later issue.

## D.—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, 153 industrial unions of employers and 153 industrial unions of employees, the membership of the latter being 340,609; Queensland, 5 industrial unions of employers with 9,154 members and 77 industrial unions of employees with approximately 149,937 members; South Australia, 20 organizations of employees with 29,000 members; Western Australia, 38 organizations of employers with 1,149 members, and 127 organizations of employees with 45,843 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 following years, 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. In December, 1928, there were on the register 28 organizations of employers with 16,500 persons, firms or corporations affiliated; and 139 organizations of employees with approximately 770,000 members.

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, viz. :—(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 1928 :—

TRADE UNIONS, BRANCHES, AND MEMBERS, 1928.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales .. .. .	197 (c)	596	357,390 (c)
Victoria .. .. .	151	415	242,190
Queensland .. .. .	102	311	154,799
South Australia .. .. .	106	104	75,725
Western Australia .. .. .	128	190	61,498
Tasmania .. .. .	80	74	18,465
Northern Territory .. .. .	4	..	1,474
<b>Total .. .. .</b>	<b>768</b>	<b>1,690</b>	<b>911,541</b>
<b>Australia (a) .. .. .</b>	<b>379 (a)</b>	<b>2,079 (b)</b>	<b>911,541</b>

(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. (c) Includes 7 unions with a membership of 966 in the Federal Capital Territory.

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 379 distinct organizations and interstate groups of organizations in Australia, having 2,079 State branches and sub-branches, and a total of 911,541 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, 1924 TO 1928.

Industrial Groups.	1924.	1925.	1926.	1927.	1928.
NUMBER OF UNIONS.					
I. Wood, Furniture, etc. . . . .	18	18 (4)	18 (4)	18 (4)	18 (4)
II. Engineering, Metal Works, etc. . . . .	69	68 (21)	68 (22)	61 (23)	60 (23)
III. Food, Drink, Tobacco, etc. . . . .	65	65 (39)	65 (35)	63 (32)	65 (33)
IV. Clothing, Hats, Boots, etc. . . . .	24	22 (10)	22 (9)	24 (11)	25 (12)
V. Books, Printing, etc. . . . .	14	14 (10)	14 (9)	13 (8)	14 (8)
VI. Other Manufacturing . . . . .	78	78 (36)	77 (37)	80 (41)	78 (40)
VII. Building . . . . .	51	51 (31)	51 (31)	49 (28)	51 (28)
VIII. Mining, Quarrying, etc. . . . .	16	15 (12)	15 (12)	15 (12)	17 (14)
IX. Railway and Tramway Services . . . . .	51	50 (33)	51 (33)	51 (28)	51 (30)
X. Other Land Transport . . . . .	13	13 (8)	13 (8)	13 (8)	12 (5)
XI. Shipping, etc. . . . .	91	56 (31)	54 (26)	54 (24)	58 (29)
XII. Pastoral, Agricultural, etc. . . . .	8	8 (3)	8 (3)	8 (3)	8 (3)
XIII. Domestic, Hotels, etc. . . . .	23	22 (16)	23 (16)	23 (19)	24 (20)
XIV. Miscellaneous . . . . .	270	263 (128)	289 (127)	287 (128)	287 (130)
Total . . . . .	791	743 (382) <sup>a</sup>	768 (372) <sup>a</sup>	759 (369) <sup>a</sup>	768 (379) <sup>a</sup>

NUMBER OF MEMBERS.

I. Wood, Furniture, etc. . . . .	23,859	32,279	35,315	37,110	35,740
II. Engineering, Metal Works, etc. . . . .	68,243	72,750	79,201	82,720	87,417
III. Food, Drink, Tobacco, etc. . . . .	55,402	58,326	67,255	70,012	71,994
IV. Clothing, Hats, Boots, etc. . . . .	46,521	44,632	47,932	53,641	56,874
V. Books, Printing, etc. . . . .	15,856	16,532	18,592	19,214	19,771
VI. Other Manufacturing . . . . .	40,376	41,689	44,605	47,671	46,779
VII. Building . . . . .	51,819	55,314	53,881	57,234	60,416
VIII. Mining, Quarrying, etc. . . . .	40,996	44,403	46,014	49,179	43,044
IX. Railway and Tramway Services . . . . .	90,365	108,037	114,899	121,300	116,061
X. Other Land Transport . . . . .	17,785	18,219	20,844	22,137	20,632
XI. Shipping, etc. . . . .	37,823	39,309	40,594	42,702	38,361
XII. Pastoral, Agricultural, etc. . . . .	46,081	48,157	54,173	60,394	55,547
XIII. Domestic, Hotels, etc. . . . .	22,861	24,251	25,760	28,313	30,488
XIV. Miscellaneous . . . . .	171,168	191,824	202,413	220,025	228,417
Total . . . . .	729,155	795,722	851,478	911,652	911,541

(a) Allowing for interstate duplication.

(iv) *Trade Unions—Numbers and percentages of Male and Female Members.—Australia.* The Census of 1921 gives the percentage of male and female employees (i.e., persons in "receipt of wages or salary," and persons "unemployed"), 20 years of age and over, on the total male and female population, and by applying these percentages to the estimated total male and female population at the end of each year, an estimate of the number of adult employees of each sex in the year is obtained.

The following table shows separately for males and females (a) the number of members of trade unions, (b) the estimated number of employees 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, 1924 to 1928. The estimated number of employees includes all persons (over the age specified) in receipt of wages or salary, as well as those unemployed, and therefore embraces a large number of adults who are not eligible for membership of any trade union, such as certain persons employed in professional occupations, as well as others who, while eligible for membership so far as the nature of their trade or occupation is concerned, do not reside in a locality which is covered by any union devoted to their particular trade or occupation. Moreover the age at which persons are eligible for membership varies in different unions. The Census results are classified in quinquennial age groups, and age 20 years is taken as approximating to the age of admission to membership. A line has also been added showing the estimated numbers of "junior" workers under 20 years of age.

TRADE UNIONS—NUMBER AND PERCENTAGES OF MALE AND FEMALE MEMBERS.—AUSTRALIA, 1924 TO 1928.

Particulars.	1924.	1925.	1926.	1927.	1928.
<b>MALES.</b>					
Estimated Total No. of Employees 20 years of age and over .. .. .	1,175,749	1,200,592	1,240,914	1,267,636	1,288,200
No. of Members of Unions .. .. .	640,774	699,399	745,681	793,131	785,189
Percentage of Members on Estimated Total Number of Employees .. .. .	54.5	58.3	60.1	62.6	60.9
Junior Workers (under 20) .. .. .	217,925	222,530	230,003	234,994	239,050
<b>FEMALES.</b>					
Estimated Total No. of Employees 20 years of age and over .. .. .	230,664	286,053	293,594	299,205	304,000
No. of Members of Unions .. .. .	88,381	96,323	105,797	118,521	126,352
Percentage of Members on Estimated Total Number of Employees .. .. .	31.5	33.7	36.0	39.6	41.5
Junior Workers (under 20) .. .. .	123,835	126,212	129,540	132,015	134,200

(v) *Interstate or Federated Unions.* The following table gives particulars as to the number and membership of interstate or federated unions in 1928 :—

INTERSTATE OR FEDERATED UNIONS.—AUSTRALIA, 1928.

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions .. .. .	17	14	14	19	43	107
Number of Members .. .. .	22,200	51,225	95,363	175,128	398,355	742,271

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

It appears, therefore, that 107 out of the 379 separate associations and groups of associations in Australia are organized on an interstate basis. The membership of these 107 unions totals 742,271, or 81 per cent. of the membership (911,541) 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 the Commonwealth, 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, viz., the President, two Vice-Presidents, and a Secretary, who are elected by and from the All-Australian Trade Union Congress. The Metropolitan Councils at Sydney, Melbourne, Brisbane, Adelaide, and Hobart have linked up with the Australasian Council.

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

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 1928:—

#### CENTRAL LABOUR ORGANIZATIONS.—NUMBER, AND UNIONS AFFILIATED, 1928.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	N. Ter.	Total.
Number of Councils	3	6	5	2	9	2	1	28
Number of Unions and Branch Unions affiliated	97	188	83	65	227	55	1	716

The figures given in the preceding table as to 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 with regard to 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. Owing to considerations of space these references have been omitted from the present issue.

## § 2. Employers' Associations.

1. **General.**—Recent investigations show that the spirit of associations 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 1924 to 1928 :—

### EMPLOYERS' ASSOCIATIONS.—STATES, 1924 TO 1928.

Year.	N.S.W.	Victoria.	Q'land.	S.A.	W.A.	Tas.	Total.
NUMBER OF ASSOCIATIONS.							
1924 .. ..	127	135	80	49	53	25	469
1925 .. ..	133	141	78	52	51	25	480
1926 .. ..	136	143	72	52	50	25	478
1927 .. ..	141	136	77	52	52	27	485
1928 .. ..	146	140	76	56	59	28	505
NUMBER OF BRANCHES.							
1924 .. ..	79	41	70	..	12	8	210
1925 .. ..	480	621	194	1	17	2	1,315
1926 .. ..	464	617	183	..	16	..	1,280
1927 .. ..	825	483	109	..	281	1	1,699
1928 .. ..	907	525	188	13	301	1	1,935
MEMBERSHIP.							
1924 .. ..	28,667	21,095	17,060	5,746	2,646	2,716	77,930
1925 .. ..	38,931	34,274	17,831	6,346	3,369	2,599	103,350
1926 .. ..	42,666	32,386	21,113	6,572	8,356	2,481	113,574
1927 .. ..	53,715	31,629	18,381	6,361	10,190	2,464	122,740
1928 .. ..	55,353	33,626	18,393	6,751	10,390	2,668	127,181

The large increase shown for "Number of Branches" since the year 1925 is 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 1927 and 1928.

**EMPLOYERS' ASSOCIATIONS.—INDUSTRIAL GROUPS.—AUSTRALIA, 1927 AND 1928.**

Class.	Number of Associations.		Number of Branches.		Membership.	
	1927.	1928.	1927.	1928.	1927.	1928.
I. Wood, Furniture, etc. ..	18	20	3	3	1,606	1,425
II. Engineering, etc. ..	15	15	1	12	3,425	2,874
III. Food, Drink, etc. ..	101	108	64	71	18,396	17,751
IV. Clothing, Hats, etc. ..	19	19	2	2	2,386	2,658
V. Books, Printing, etc. ..	35	43	2	2	3,266	3,435
VI. Other Manufacturing ..	51	50	1	1	3,031	3,458
VII. Building ..	27	27	19	19	3,538	3,770
VIII. Mining, Quarrying, etc. ..	13	13	..	..	260	240
X. Other Land Transport ..	18	16	24	21	2,804	2,525
XI. Shipping, etc. ..	14	15	2	6	205	232
XII. Pastoral, Agricultural, etc. ..	37	35	1,575	1,772	65,055	69,782
XIII. Domestic, Hotels, etc. ..	18	19	..	..	1,562	1,933
XIV. Miscellaneous ..	119	125	6	26	17,206	17,098
Total ..	485	505	1,699	1,935	122,740	127,181

The female membership of these associations was 2,186 for 1927, and 2,929 for 1928.

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, an 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 1924 to 1928 :—

**INTERSTATE OR FEDERATED EMPLOYERS' ASSOCIATIONS, 1924 TO 1928.**

Particulars.	Associations Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States.	
<b>NO. OF ASSOCIATIONS.</b>						
1924 .. ..	2	6	6	11	9	34
1925 .. ..	3	5	4	10	8	30
1926 .. ..	4	3	5	8	8	28
1927 .. ..	4	1	4	9	14	32
1928 .. ..	3	3	3	11	16	36
<b>NO. OF MEMBERS.</b>						
1924 .. ..	427	595	829	29,612	26,523	57,986
1925 .. ..	3,899	535	634	20,549	25,778	51,395
1926 .. ..	534	432	1,861	24,118	25,950	52,895
1927 .. ..	352	315	1,655	40,548	37,654	80,524
1928 .. ..	205	1,126	208	59,175	41,511	102,225

The above table shows that associations having 80 per cent. of the total membership (127,181) of employers' organizations are grouped together on an interstate basis.