

CHAPTER II.—WAGES.

§ 1. Operations Under Arbitration and Wages Board Acts and Industrial Legislation.

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

2. **Acts Regulating Industrial Matters.**—The following represents all the Acts at present in force to regulate rates of wage, hours of labour, and working conditions generally in both Federal and State jurisdictions :—

COMMONWEALTH.

Commonwealth Conciliation and Arbitration Act 1904-1934.
Arbitration (Public Service) Act, 1911-1929.

STATES.

New South Wales	..	Industrial Arbitration Act 1912-1936.
Victoria	..	Factories and Shops Act 1928-1936.
Queensland	..	Industrial Conciliation and Arbitration Act 1932-1936.
South Australia	..	The Industrial Code 1920-1935.
Western Australia	..	Industrial Arbitration Act 1912-1935.
Tasmania	..	Wages Board Act 1920-1934.

3. **Methods of Administration.**—(i) **COMMONWEALTH.**—The Federal authority consists of the Commonwealth Court of Conciliation and Arbitration comprising a Chief Judge and two other Judges; Conciliation Commissioners not exceeding three in number; and Conciliation Committees for particular Industries. The Federal Act provides that where a State Award or Determination is inconsistent with that issued by the Federal Authority, the latter shall prevail. The Federal Court can also restrain the State authority from proceeding in a matter already covered, or being dealt with by the Federal Authority. The Federal Arbitration Court began to function in 1905.

The affairs of the Commonwealth Public Service are regulated by the Commonwealth Public Service Arbitrator, under powers conferred by the Arbitration (Public Service) Act 1911-1929. The system commenced to operate in 1912, cases being heard by the Commonwealth Court of Conciliation and Arbitration, as part of the ordinary work of that Court, but from 1920 the control was transferred to the Arbitrator who is appointed by the Government for a term of seven years, and who need not necessarily be a legally qualified man. No appeal lies against a determination of the Arbitrator, but the Government can move the Parliament to exercise its right of veto when the instrument is brought before it for ratification.

(ii) **STATES.**—(a) *New South Wales.*—The controlling authority is the Industrial Commission of New South Wales consisting of four Judges; a Conciliation Commissioner; and Conciliation Committees constituted for various industries. The two latter authorities may make awards binding on industries, but an appeal to the Industrial Commission may be made against any award. Legal control started in 1901 after the two earlier Acts of 1892 and 1899 providing for voluntary submission of matters in dispute had proved abortive.

(b) *Victoria*.—The authority consists of Wages Boards for separate industries, and a Court of Industrial Appeals—the latter presided over by a Judge of the Supreme Court. The system was instituted in the State in 1896, and represents the first instance in Australia of legal regulation in this sphere.

(c) *Queensland*.—The authority is the Industrial Court, consisting of a Judge of the Supreme Court and two members appointed by the Governor in Council. Legal control was first instituted in 1907 with the passing of the Wages Board Act.

(d) *South Australia*.—The principal tribunal is called the Industrial Court; there are also Industrial Boards for the various industries, and a Board of Industry. The Court is composed of the President (a person eligible for appointment as a Judge of the Supreme Court) who may be joined by two assessors who must be employed in the industry concerned. Deputy Presidents may also be appointed. The "Living Wage" is declared by the Board of Industry, composed of the President or Deputy President of the Industrial Court and four Commissioners. Legal control was first instituted in 1900.

(e) *Western Australia*.—The system of control comprises an Arbitration Court, Industrial Boards, Conciliation Committees, and Commissions. The Court consists of a Judge of the Supreme Court, and two members. Legal control dates back to 1900.

(f) *Tasmania*.—The authority consists of Wages Boards for separate industries, comprising a Chairman appointed by the Governor, and equal numbers of representatives of employers and workers, appointed by the Minister administering the Act. The system was instituted in 1910.

4. Awards and Determinations Made and Industrial Agreements Filed.—The following table shows the number of awards and determinations made and industrial agreements filed, excluding variations, in each State and under the Commonwealth legislation dealing with these matters during each of the years 1931 to 1935.

Awards and Determinations Made and Industrial Agreements Filed.

State.	1931.		1932.		1933.		1934.		1935.	
	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.
New South Wales	46	40	38	25	30	24	55	22	44	31
Victoria	204	..	103	..	133	..	90	..	101	..
Queensland	48	28	22	4	55	21	32	25	46	22
South Australia	64	15	18	8	16	1	19	3	69	9
Western Australia	7	10	5	4	10	9	12	11	17	24
Tasmania	31	3	11	3	..	..	7	1	18	..
Commonwealth Court	11	16	21	9	..	..	24	4	69	13
Commonwealth Public Service Arbitrator	1	..	1	..	1	..	..	..	4	..
Total	412	112	218	53	267	64	239	66	368	99

The figures in the above table are exclusive of variations and interpretations of principal awards and agreements, of which a considerable number are made each year. The variations made by the State and the

Commonwealth Courts, Wages and Industrial Boards, and the Commonwealth Public Service Arbitrator, numbered 1706 in 1935; compared with 1389 in 1934, and were distributed as follows:—New South Wales, 1455; Commonwealth Court, 134; Queensland, 44; South Australia, 29; Western Australia, 23, and the Commonwealth Public Service Arbitrator, 21. In Victoria and Tasmania any alteration in the determination of a Wages Board is incorporated with the existing determination, and a new determination issued which wholly repeals the old one.

Industrial agreements filed during the year 1935 numbered 99, of which 86 were filed under the provisions of the State Industrial Acts in New South Wales, Queensland, South Australia, Western Australia and Tasmania, and 13 under the provisions of the Commonwealth Conciliation and Arbitration Act. The registration of industrial agreements is not provided for under the State Act in force in Victoria, but agreements filed under the provisions of the Commonwealth Conciliation and Arbitration Act are in operation within the State.

5. Awards, Determinations, and Agreements in Force.—Considerable expansion of the principle of the fixation of legal minimum and marginal rates of wage and of working conditions has taken place during the period under review. The number of industrial awards and determinations in force throughout Australia at the 31st December, 1935, was 1,435, and the industrial agreements filed at the same date numbered 709. Including the operations under the Commonwealth Arbitration Acts* the number of awards or determinations and industrial agreements in force increased by 860 and 308 respectively over the number in force at the 31st December, 1913.

With reference to the number of industrial awards and registered industrial agreements in force at the end of any period, awards and determinations made by both State and Commonwealth tribunals generally continue in force after the term of operation mentioned therein has expired, until rescinded or superseded by a subsequent order or award. Section 28 (2) of the Commonwealth Conciliation and Arbitration Act provides that after the expiration of the period specified, the award shall, unless the Court otherwise orders, continue in force until a new award has been made; provided that where in pursuance of this sub-section an award has continued in force after the expiration of the period specified in the award, any award made by the Court for the settlement of a new industrial dispute between the parties may, if the Court so orders, be made retrospective to a date not earlier than the date upon which the Court first had cognizance of that dispute. In the Industrial Code of South Australia, Section 47 (2), and in legislation for other States, similar provisions are in force. All industrial agreements, with the exception of those made under the provisions of the Tasmanian Act, continue in force after the expiration of the term mentioned, until rescinded or superseded by a subsequent agreement or order. The Tasmanian agreements have no legal effect after the term of operation has expired, unless and until revived by a subsequent agreement.

The provisions in the Commonwealth and State Industrial Acts that awards and agreements shall remain in force until they have been superseded or cancelled occasion some difficulty when the compilation of a list of awards, determinations and agreements actually operative is undertaken, as the specified periods for many awards, etc., have expired. This difficulty applies not only to State awards and determinations but to awards of the Commonwealth Court also. New awards or subsequent determinations for the industries concerned have not been made, and the records do not show that such awards, etc., have been superseded or rescinded and legally

* The Commonwealth Conciliation and Arbitration Act 1904-1934 and the Arbitration (Public Service) Act 1920-1929.

therefore, they are still in force. Awards, determinations and industrial agreements regarding which definite information as to supersession or rescission is not readily ascertainable, are therefore included in these records, but in cases where it could be definitely claimed that the award, determination or agreement was out of date and the terms of the award, etc., were not actually in operation, such awards, etc., have not been included in the records as at 31st December, 1935.

The above account may be accepted as a brief explanation in general terms of the currency of awards and agreements. There may be exceptions in certain cases, but they are infrequent.

Particulars of Boards, and of Awards, Determinations and Industrial Agreements in Force.

Dates.	Boards Authorized.	Boards which had made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913	505	387	575	401
" " 1915	573	498	663	546
" " 1925	575	524	1,181	607
" " 1931	651	583	1,317	614
" " 1932	657	591	1,337	625
" " 1933	657	583	1,363	653
" " 1934	657	583	1,403	689
" " 1935	662	585	1,435	709

(a) Including awards made by Arbitration Courts and the Commonwealth Public Service Arbitrator.

The following table shows the number of Industrial and Wages Boards authorized, and the number of awards, determinations and industrial agreements in force at 31st December, 1913 and 1935 :—

Industrial and Wages Boards Authorized, and Industrial Awards, Determinations, and Agreements in Force.

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
		Court.	Pub. Ser. Arb.							
Industrial and Wages— Boards authorized ..	{ 1913 .. ..	..	..	216	135	75	56	..	23	505
	{ 1935 .. ..	..	..	(a) 319	189	2	76	19	57	662
Boards which have made determinations	{ 1913 .. ..	..	..	123	123	74	..	47	19	386
	{ 1935 .. ..	..	..	(b) 279	167	2	65	17	55	585
Awards and Determinations— In force	{ 1913	17	..	265	127	73	54	18	21	575
	{ 1935	164	44	484	174	290	79	144	56	1,435
Industrial Agreements— In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1935	156	..	159	..	187	34	163	10	709
Commonwealth Court Awards— Number in force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1935 .. ..	..	..	111	118	37	90	37	70	..
Commonwealth Agree- ments— Number in force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1935 .. ..	..	..	39	71	22	27	17	42	..
Commonwealth Public Service Arbitrator— Number of Deter- minations in force in each State ..	1935 .. ..	..	..	39	36	30	32	29	29	..

(a) Under Industrial Arbitration Act 1926, Conciliation Committees have been appointed, and at the end of 1935, 294 Committees were in operation.

(b) Two awards of Demarcation Boards.

Information concerning the main provisions of the various Industrial Acts in force throughout the Commonwealth was given in earlier Reports, and brief reviews are furnished each year respecting new industrial legislation, as well as details respecting noteworthy pronouncements or procedure by industrial tribunals, and any special application or conditions of the terms of awards or determinations. In this Report, brief particulars are given regarding new industrial legislation and special reports and tribunals connected with industrial matters during the year 1935 :—

(i) *Commonwealth Conciliation and Arbitration Court.*—The number of awards made by the Commonwealth Court during 1935 was 69, and 13 industrial agreements were filed under the provisions of the Act. Among the industries and occupations for which awards were made during the year were—journalists, Metropolitan Daily Newspapers, all States; railway and tramway workers in New South Wales, Victoria and Tasmania; workers in the Northern Territory engaged in the mining and shipping industries and employed in the railways and works services; saddlery and leather trades, all States; engineering and metal trades in New South Wales, Victoria, South Australia and Tasmania; theatrical and amusement employees in New South Wales, Victoria, South Australia, Western Australia and Tasmania.

Industrial agreements covering the undermentioned occupations were also made during the year :—marine and power engineers in Western Australia; municipal officers in New South Wales; and hospital employees in Tasmania.

A full description of the considerations which led to the reduction by 10 per cent. as from 1st February, 1931, of all wages controlled by the Commonwealth Court of Conciliation and Arbitration, and the refusal of the Court in June, 1932, and May, 1933, to restore the "cut", appears in two earlier issues of the Report (*see* Labour Reports Nos. 22, pp. 45-48 and 23, pp. 45-46).

The 10 per cent. "cut" was removed by the Court as from the first pay period in May, 1934, as the result of a judgment delivered 17th April, and at the same time the Court abandoned the former "Harvester" standard, and replaced it by a standard established by the New South Wales Board of trade in 1925 brought up-to-date by means of the "All Items" ("C" Series) index-numbers of this Bureau. A full account of the judgment appears on p. 76 of this Report. The new wage will be known as the "Commonwealth 'Restoration' Basic Wage of 1934."

There was no legislation of industrial interest passed during the year 1935 by the Commonwealth Parliament.

(ii) *New South Wales.*—During the year 1935 the number of Conciliation Committees established under the Industrial Act of 1926 was 6, the number which expired, were dissolved or were no longer operative was 1, and at the end of the year 294 Committees were in force. In addition, 319 Industrial Boards, constituted under the Act of 1912, were in force, but no awards were issued by these Boards, the work previously performed by them being undertaken mainly by the Conciliation Committees. Principal awards published by the Industrial Commission numbered 24, by Conciliation Committees, 19, and by Apprenticeship Councils, 9. The number of subsidiary awards and variations issued during the year was 1,455, of which

149 were made by the Industrial Commission, 211 by Conciliation Committees, 647 by Apprenticeship Councils and 448 by the Industrial Registrar. The number of principal awards in force at the end of the year was 484, and at the same date 159 industrial agreements were in force.

Declarations of the Basic Wage were made by the Industrial Commission in April and October, 1935, and April, 1936, particulars of which will be found on page 81.

Legislation passed included the following:—Industrial Arbitration (Theatrical Agencies and Employers Licensing) Act, 1935; Factories and Shops (Amendment) Act, 1935; Public Service Salaries (Amendment) Act 1935; Public Service Salaries (Further Amendment) Act 1935. Industrial Arbitration (Amendment) Act, 1936; Workmen's Compensation (Silicosis) Amendment Act, 1936.

(iii) *Victoria*.—Wages Boards made 101 determinations during the year, the number including determinations which were reviewed more than once during the twelve months. Although the legislation in this State does not provide for automatic adjustment of wages according to the rise or fall in the retail price index-numbers, it is the practice for certain of the Wages Boards regulating wages and working conditions in industries for which Commonwealth Court awards are also in force in the State to meet and revise the rates of wage, bringing them into close conformity with those being paid by employers working under the Commonwealth awards. Among the Boards adopting this practice are those covering employees in the industries of engineering (skilled and unskilled); iron-moulding; gas-working; and engine-driving (factory). Determinations covering these trades were revised and gazetted, in some cases three, and in other cases, four times during the year. At 31st December, 1935, 174 determinations were considered to be legally in force.

The weekly hours fixed by Wages Boards in this State vary considerably, according to the nature of the sections of industry concerned. In Determinations, such as those of the Cement Workers' and Stonecutters', different hours are prescribed for different occupations within the industries. Other Boards, such as the Photographers' and the Carters' provide for seasonal variation of hours, while in cases such as the Clerks' (commercial) and the Storemen and Packers' different hours for different sections of the industries are prescribed. A general statement of hours as determined by Wages Boards would be misleading, but it may be assumed that the weekly hours throughout Determinations, therefore, range from a maximum of 48 to a minimum of 44.

An amendment of the Factories and Shops Act (No. 446, of 1936) provided *inter alia* for the incorporation in all determinations of Wages Boards, so far as they did not conflict with State law, of the provisions of Commonwealth Arbitration Court awards for corresponding industries.

(iv) *Queensland*.—Forty-six industrial awards were made during the year, all of which were awards of the Industrial Court. The number of industrial agreements filed was 22, and variations of awards numbered 44. At the end of the year, 290 awards and 187 industrial agreements were in force.

A revision of the Basic Wage was made by the Industrial Court in February, 1933, but the existing rates were confirmed. See page 85.

Industrial legislation passed during the year was as follows:—Workers Compensation Acts Amendment Act of 1935; Industrial Conciliation and Arbitration Acts Amendment Act of 1935.

(v) *South Australia*.—The Industrial Court made three awards, and 22 determinations were made by Industrial Boards during the year. Nine industrial agreements were also filed. The number of awards and determinations varied by the Court or Industrial Boards was five.

At the end of the year, 79 awards and determinations, and 34 industrial agreements were in force.

A review of the "Living Wage" made in November, 1935, increased the rate for adult males, particulars of which will be found on page 86.

Legislation of an industrial nature passed in 1935 comprised the Industrial Code Amendment Act, 1935.

(vi) *Western Australia*.—During the year, the Industrial Court made fourteen awards, and three awards were made by various Industrial Boards. Twenty-four industrial agreements were filed under the provisions of the State Act during 1935. Twelve awards and eleven industrial agreements were varied. At the end of the year there were 144 awards and 163 agreements in force.

Declarations of the basic wage were made by the Industrial Court on 27th February, 24th May, 1st July, 9th September and 4th November, 1935, for particulars of which see page 87.

The Financial Emergency Act of 1931 expired by effluxion of time on 31st December, 1933, and was replaced by Financial Emergency Act (No. 1) of 1934, operative from 1st January to 31st December, 1934. The percentage deductions made by the Arbitration Court from award salaries and wages in accordance with the provisions of Part V. of the former Act were not continued, but provision was made for employers to make application to the Court within one month of the Act being assented to for the reimposition of the deductions in connexion with any industry, the condition of which justified such financial relief. The approach to the Court on such matters was also much simplified. The rates of percentage deductions provided by the former Act were continued in the new, viz., 18 per cent. on salaries or wages not exceeding £250 per annum; 20 per cent. on salaries exceeding £250 but not exceeding £1,000 per annum; and 22½ per cent. on salaries of over £1,000 per annum. There were 47 awards and agreements affected by the former Act. This Act, so far as private employers were concerned, was repealed by Act No. 26 of 1934, assented to 28th December, 1934, and any deduction made under orders of the Court ceased to have effect.

The Reduction of Rents Act Continuance Act 1934 extended the operation of this Act until 31st December, 1935, but no legislation has been introduced to extend the operation beyond that date.

Legislation of industrial interest passed during 1935 comprised two amendments of the Industrial Arbitration Act, including a consolidation of these Acts.

(vii) *Tasmania*.—During the year, Wages Boards made eighteen determinations, but no industrial agreement under the State Act was filed. The determinations made covered employees engaged in the following industries and callings:—Country Councils' employees; grocers; cycle makers; employees of Insurance companies; motor garage employees; employees in the building trade; furniture makers and electrolytic zinc workers.

The State Industrial Act in force in Tasmania provides for the inclusion of a clause in the determination for the automatic adjustment of rates of wage according to the increase or decrease in the retail price index-number. The inclusion or otherwise of this provision is decided by the Wages Boards, and a number of determinations issued embody the clause for automatic adjustment. Among the Wages Boards which have adopted this system of wage adjustment may be mentioned the following:—Bakers; Builders and Painters; Carriers; Mechanical Engineering and Founders; Electrolytic Zinc; Fuel Merchants; Jam Makers; Motor Garage; Printers; Produce Stores; Rubber Trade; Tanners; Textile Workers; and Wholesale Grocers.

At the end of the year, 56 determinations and 10 industrial agreements filed under the State Act were in force.

Legislation of industrial interest passed during the year under review comprised the Workers' Compensation Act, 1935.

(viii) *Commonwealth Public Service Arbitrator*.—During 1935, the Arbitrator made four new determinations and 21 existing determinations were varied.

(ix) *Federal Capital Territory*.—On the 12th January, 1927, the Industrial Board appointed under the Industrial Board Ordinance 1922-1928, fixed the rates of pay and conditions of employment for workmen in the Territory as from 10th December, 1926, such rates to be binding on the Government and/or any contractor employed by it or performing work on its behalf. The wage for an unskilled labourer was fixed at 100s. per week. The Ordinance determined the rates of wage for a wide range of occupations, including construction and maintenance labourers, quarrymen, store employees, motor transport employees, watchmen and cleaners, fire brigade employees, survey hands, engineers, electricians, engine drivers and firemen, building trade employees, and timbermill and brickworks' employees. The rates of wage specified in the Ordinance were reduced in 1931 by 16½ per cent. in connexion with the general scheme of salary and wage reductions in the Commonwealth Public Service.

As a result of an application for reduction in wages by the Commonwealth Public Service Board, a variation of the Industrial Board's award was gazetted on the 20th October, 1932, whereby the wage for an unskilled labourer was reduced from 100s. to 85s. per week and this wage was further reduced to 82s. per week by a further variation which was gazetted on 2nd August, 1934. The wage was increased to 83s. 6d. from 1st August, 1935. Workers in the Territory not in Government employ are not covered by the Industrial Board's award.

An amendment of the Industrial Board Ordinance was gazetted on the 24th February, 1932, and the Board is now composed of a Chairman, a member representative of the Commonwealth Public Service Board, and a member representative of the workmen, the workmen's representative being chosen from time to time according to the matter in respect of which the Board is exercising its powers.

The Minister of any Department of State, the Public Service Board, and any organization is entitled to submit to the Board any matter in which he or it is interested, relating to wages, rates of pay or terms or other conditions of employment of workmen in the Territory; and to be represented before the Board on the hearing of such matter. The Board hears and determines all matters relating to salary, wages, rates of pay or terms or conditions of service of employment of workmen in the Territory.

An amendment to the Industrial Board Ordinance 1922-1932 gazetted on the 22nd June, 1933, modified Section 5 of the Principal Ordinance to provide that any organization registered pursuant to the Commonwealth Conciliation and Arbitration Act 1904-1930 is entitled to submit any matter in which it is interested to the Board.

§ 2. Rates of Wage and Hours of Labour.

1. **General.**—The collection of data respecting the nominal rates of wage payable in different callings and in occupations in various industries carried on in each State was first undertaken by this Bureau in the early part of the year 1913. Owing to the difficulty of ascertaining reliable particulars of the numbers of apprentices, improvers and other juvenile workers to whom progressive rates of wage fixed or otherwise according to increasing age or experience were payable from year to year, the inquiry was confined to the rates of wage payable to adult workers only, and was further limited generally to those industries in operation within the metropolitan area of each State. In order to make the inquiry comprehensive, however, certain industries were included which obviously were not carried on in the capital cities, e.g., mining, shipping, agriculture, and pastoral. The particulars acquired were obtained primarily from awards, determinations and industrial agreements under Commonwealth and State Acts, and related to the minimum wage prescribed. In cases where no award, determination or agreement was in force, the ruling union or predominant rate of wage was ascertained from employers and secretaries of trade unions. For convenience of comparison weekly rates of wage were adopted, but in many instances the wages were based on daily or hourly rates, since in industries and occupations in which employment is casual or intermittent, wages often are so fixed and paid; hence the average weekly earnings in such occupations will probably fall considerably short of the computed weekly rates. The information thus obtained referred to the weekly rate of wage in upwards of 400 industries, and related to 1,569 male occupations or callings. These particulars furnished the necessary data for the computation of average rates of wage in various industrial groups,* and in each State and Australia. The average rate of wage thus computed for the industrial groups represented the arithmetical

* The adopted classification of industries is shown on page 3.

† The sum of the weekly rates of wage divided by the number of occupations included.

average of the rates of wage payable for all classified occupations within the industrial groups. It is not claimed that results obtained by this method are precisely correct, but owing to the difficulty of obtaining satisfactory data as to the number of persons engaged in each of the occupations for which rates of wage had been obtained, no detailed system of weights could be applied. Though a large amount of information as to the number of persons engaged in different industries and occupations was available from the Census results, it was found impracticable to bring the classification of these results into line with the detailed classification of occupations in the various industries as set out in the awards, determinations, etc. For final results for each State and for each industrial group throughout the States, however, a careful system of weighting according to industrial groups was adopted. For example, in computing the result for any State in any year, the computed average wage in each industrial group was multiplied by a number (weight) representing the relative number of all male workers engaged in that group of industries in the particular State. The sum of the products thus obtained, divided by the sum of the weights, represents the average wage for that State for the particular year. The weights used for each industrial group in the computations of the average wage for male and female occupations have been published in the previous issues of the Labour Report.

The results thus ascertained for the year 1913 were published in Labour Report No. 2, pp. 28-43. In the early part of the year 1914, the scope of the inquiry was considerably extended, and particulars of the weekly rates of wage in 930 specified industries and 4,256 adult occupations (3,948 male, and 308 female) were included, and results obtained thereby to the 30th April, 1914, were published in Labour Report No. 5, pp. 44-50. These results were further analysed, and the average number of working hours which constituted a full week's work in each occupation was ascertained and weighted in a similar manner to the rates of wage. This course was adopted in order to overcome the difficulty of making comparisons of the rates of wage in any specified occupation, since, in many instances, a different number of working hours constituted a full week's work in separate States. By dividing the weighted average number of working hours into the weighted average weekly rate of wage, a more satisfactory standard of comparison was ascertained. Results obtained from these computations were given for each industrial group for each State.

Since the 30th April, 1914, the number of occupations included in comparative computations has been kept constant, but the particulars of wages given in the Appendix (Sections IV. and V.) to this Report include all the more important occupations. In most instances these have been taken from awards or determinations made subsequent to the date specified by industrial tribunals, from agreements registered under Commonwealth or State Acts, or were obtained by direct inquiry.

To supplement the results thus obtained, investigations were made regarding rates of wage in past years with a view to showing their general trend in each State and in various industrial groups. The total number of occupations for which particulars were available back to 1891 was 652. The particulars given in this Chapter show variations in nominal wages from year to year in each State and in various industrial groups. Index-numbers are also given showing variations in effective wages in each State.

2. **Adult Male Weekly Wages—States, 1914–1935.**—The arithmetical average of the rates of wage taken into account furnishes the basis for the computation of relative weighted wages in different industrial groups and States. The following table gives particulars of the weighted average nominal weekly rates of wage payable to adult male workers, at the 30th June, 1914, and at the end of the periods specified to the 31st December, 1935, for a full week's work in each State and for Australia, together with index-numbers for each State at each specified interval, 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.

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.	(a)AUS- tralia.
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.
30th June, 1914	56 11	54 4	54 10	54 4	62 0	52 7	55 3
31st December, 1914	56 2	54 7	55 5	54 5	62 10	54 8	55 7
31st December, 1927	101 2	100 3	100 1	96 7	98 10	93 10	100 2
31st December, 1928	102 7	99 8	101 2	96 2	99 6	93 3	100 5
30th September, 1929	103 6	101 1	101 4	97 5	100 8	94 7	101 5
31st December, 1930	99 1	96 11	92 5	92 8	99 7	92 1	96 9
31st December, 1931	93 5	82 2	89 0	75 0	84 1	79 9	86 10
31st December, 1932	84 11	77 10	83 5	72 7	81 9	78 1	81 10
31st December, 1933	81 11	77 0	88 1	73 5	81 4	78 0	80 6
31st December, 1934	83 2	78 8	88 9	75 6	84 1	79 7	82 0
31st March, 1935	83 3	79 4	88 10	75 10	84 1	80 1	82 3
30th June, 1935	83 3	79 4	88 10	76 2	84 1	80 6	82 3
30th September, 1935	83 9	79 4	88 10	76 2	84 1	80 6	82 6
31st December, 1935	84 2	79 9	88 5	77 11	84 2	81 0	82 10

INDEX-NUMBERS.

30th June, 1914	1,001	1,059	1,030	1,060	1,225	1,026	1,079
31st December, 1914	1,066	1,065	1,042	1,062	1,226	1,028	1,085
31st December, 1927	1,988	1,957	1,953	1,885	1,928	1,832	1,935
31st December, 1928	2,001	1,944	1,974	1,877	1,941	1,820	1,959
30th September, 1929	2,020	1,973	1,977	1,901	1,964	1,846	1,979
31st December, 1930	1,933	1,801	1,803	1,807	1,943	1,797	1,887
31st December, 1931	1,823	1,603	1,737	1,463	1,641	1,556	1,694
31st December, 1932	1,657	1,518	1,726	1,410	1,595	1,523	1,597
31st December, 1933	1,398	1,502	1,718	1,433	1,587	1,522	1,570
31st December, 1934	1,623	1,534	1,732	1,473	1,640	1,552	1,599
31st March, 1935	1,624	1,548	1,733	1,480	1,641	1,563	1,604
30th June, 1935	1,624	1,548	1,733	1,485	1,641	1,570	1,605
30th September, 1935	1,634	1,548	1,733	1,485	1,641	1,570	1,609
31st December, 1935	1,642	1,555	1,725	1,520	1,642	1,581	1,617

(a) Weighted Average.

(b) Highest weighted average weekly rate recorded for Australia.

3. **Adult Male Weekly Wages—Industrial Groups, 1914–1935.**—The following table shows (a) the average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at 30th June and 31st December, 1914, and at the periods specified for the years 1927 to 1935 :—

Wages—Adult Males—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers in each Industrial Group.
 NOTE.—Index-numbers for each industrial group and for all industrial groups are based on the average wage for all groups in 1911 (51s. 3d.) as
 base (= 1,000). The index-numbers in this table are comparable throughout.

Date.	INDUSTRIAL GROUP.														
	I. Wood, Furniture, etc.	II. Engineering, etc.	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	VII. Building.	VIII. Mining.	IX. Railways, etc.	X. Other Land Transport.	XI. Shipping, etc.(a)	XII. Agricultural, etc.(b)	XIII. Domestic, etc.(b)	XIV. Miscellaneous.	All Industrial Groups.(c)
RATES OF WAGE.															
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	59 2	57 2	55 2	52 10	63 9	55 8	65 4	64 11	59 8	51 1	48 7	49 5	47 0	53 10	55 3
31st December, 1914	59 6	57 9	55 8	53 0	63 10	56 0	65 5	65 2	59 8	52 8	49 10	49 5	47 11	54 0	55 7
31st December, 1927	104 6	102 10	99 8	98 3	113 7	101 4	112 10	109 9	103 1	97 4	103 7	94 3	93 3	96 0	100 2
31st December, 1928	103 11	102 1	99 9	99 4	117 10	100 8	112 4	109 10	102 2	96 3	103 3	95 9	93 3	96 1	100 5
30th September, 1929	101 8	103 11	101 1	100 0	119 3	102 7	113 5	110 6	105 2	97 8	106 7	95 10	93 5	97 0	101 5
31st December, 1930	100 3	99 1	97 1	99 5	116 5	97 10	109 8	107 10	100 2	92 10	99 6	87 5	91 3	93 7	96 9
31st December, 1931	85 7	86 3	88 6	83 11	102 0	85 4	98 9	102 5	86 7	83 11	81 10	80 3	85 3	83 11	86 10
31st December, 1932	83 4	81 6	84 2	77 3	98 3	80 7	93 11	98 2	80 11	78 3	79 6	74 9	76 5	78 11	81 10
31st December, 1933	82 8	81 4	83 3	76 7	97 6	79 5	92 3	97 0	80 4	76 9	80 9	71 11	74 10	77 5	80 6
31st December, 1934	85 4	83 2	83 8	79 11	99 6	81 4	93 8	97 7	82 8	78 9	84 8	73 4	75 9	78 7	82 0
31st March, 1935	85 11	83 9	84 0	79 11	99 7	81 8	94 1	97 10	83 4	79 5	85 8	73 4	76 1	78 7	82 3
30th June, 1935	86 2	83 10	84 0	79 11	99 7	81 9	94 2	97 10	83 4	79 6	85 8	73 4	76 1	78 8	82 3
30th September, 1935	86 4	84 1	84 3	80 3	100 2	82 0	94 5	97 10	81 9	79 11	85 8	73 4	76 5	79 0	82 6
31st December, 1935	86 8	85 3	85 3	80 9	100 11	83 0	94 1	97 10	84 9	80 1	85 2	73 4	76 8	79 6	82 10
INDEX-NUMBERS.															
30th June, 1914	1,154	1,116	1,077	1,031	1,243	1,086	1,275	1,267	1,164	997	948	964	918	1,050	1,079
31st December, 1914	1,161	1,127	1,085	1,034	1,246	1,093	1,276	1,272	1,165	1,026	972	965	935	1,054	1,085
31st December, 1927	2,039	2,006	1,944	1,917	2,216	1,977	2,202	2,142	2,012	1,900	2,021	1,839	1,820	1,872	1,955
31st December, 1928	2,018	1,993	1,947	1,939	2,299	1,964	2,191	2,143	1,994	1,878	2,014	1,869	1,820	1,874	1,959
30th September, 1929	2,042	2,028	1,973	1,959	2,327	2,001	2,214	2,157	2,052	1,905	2,079	1,870	1,823	1,893	1,979
31st December, 1930	1,956	1,933	1,894	1,840	2,271	1,909	2,139	2,104	1,955	1,812	1,941	1,706	1,780	1,826	1,887
31st December, 1931	1,869	1,883	1,727	1,638	1,991	1,664	1,926	1,999	1,690	1,638	1,596	1,566	1,663	1,637	1,694
31st December, 1932	1,827	1,839	1,642	1,597	1,918	1,572	1,833	1,915	1,579	1,527	1,552	1,458	1,492	1,540	1,597
31st December, 1933	1,613	1,487	1,625	1,494	1,902	1,549	1,800	1,893	1,507	1,497	1,575	1,404	1,460	1,511	1,570
31st December, 1934	1,664	1,623	1,633	1,559	1,942	1,587	1,828	1,904	1,613	1,537	1,652	1,431	1,478	1,530	1,599
31st March, 1935	1,676	1,634	1,639	1,559	1,943	1,593	1,836	1,908	1,626	1,549	1,672	1,431	1,484	1,534	1,604
30th June, 1935	1,681	1,636	1,636	1,559	1,944	1,594	1,838	1,908	1,626	1,551	1,672	1,431	1,484	1,535	1,605
30th September, 1935	1,684	1,641	1,645	1,566	1,954	1,600	1,843	1,908	1,633	1,559	1,672	1,431	1,492	1,544	1,609
31st December, 1935	1,691	1,663	1,664	1,576	1,960	1,619	1,836	1,908	1,653	1,562	1,661	1,431	1,496	1,552	1,617

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

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

(c) Weighted average.

4. **Adult Female Weekly Wages—States, 1914–1935.**—The index-numbers given in the preceding paragraphs for male adult workers were 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 price 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).

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 30th June, 1914, and at the intervals specified to the 31st December, 1935. The table also gives index-numbers 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.

NOTE.—Index-numbers based on the average wage for Australia at 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.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	26 9	27 4	27 0	24 1	37 4	25 10	27 2
31st December, 1914	26 10	27 9	27 1	24 1	37 4	25 10	27 5
31st December, 1927	53 0	52 7	53 5	49 11	58 8	52 7	52 10
31st December, 1928	53 7	53 9	54 10	50 11	58 10	53 4	53 10
30th September, 1929	54 1	54 1	54 10	51 3	58 10	53 7	(b)54 2
31st December, 1930	53 8	53 6	52 11	51 2	60 1	53 8	53 7
31st December, 1931	49 8	45 10	47 11	43 1	51 7	45 8	47 5
31st December, 1932	44 8	43 0	46 9	40 11	49 7	43 2	44 2
31st December, 1933	43 2	42 9	46 9	41 0	48 4	43 2	43 5
31st December, 1934	44 3	43 9	47 8	43 3	49 1	44 1	44 7
31st March, 1935	44 3	43 9	47 8	43 3	49 1	44 1	44 7
30th June, 1935	44 10	44 1	48 0	43 9	49 1	44 8	45 0
30th September, 1935	44 10	44 1	48 0	43 9	49 1	44 8	45 0
31st December, 1935	44 11	44 2	48 0	43 10	49 1	44 10	45 1

INDEX-NUMBERS.

30th June, 1914	984	1,006	993	885	1,373	950	1,000
31st December, 1914	987	1,022	996	885	1,373	950	1,008
31st December, 1927	1,950	1,934	1,966	1,838	2,160	1,935	1,945
31st December, 1928	1,973	1,979	2,017	1,875	2,164	1,964	1,980
30th September, 1929	1,992	1,989	2,020	1,887	2,165	1,973	1,992
31st December, 1930	1,974	1,968	1,947	1,884	2,211	1,976	1,971
31st December, 1931	1,828	1,688	1,765	1,584	1,900	1,681	1,746
31st December, 1932	1,644	1,583	1,720	1,595	1,826	1,595	1,624
31st December, 1933	1,580	1,573	1,720	1,510	1,778	1,587	1,557
31st December, 1934	1,628	1,609	1,755	1,541	1,808	1,623	1,636
31st March, 1935	1,628	1,609	1,755	1,541	1,808	1,623	1,636
30th June, 1935	1,650	1,623	1,767	1,558	1,808	1,643	1,652
30th September, 1935	1,650	1,623	1,767	1,558	1,808	1,643	1,652
31st December, 1935	1,654	1,626	1,767	1,561	1,808	1,650	1,655

(a) Weighted average.

(b) Highest weighted average weekly rate recorded for Australia.

5. **Adult Female Weekly Wages—Industrial Groups, 1914—1935.**—The following table shows the weighted average weekly rate of wage payable to adult female workers at the 30th June and 31st December, 1914, and at the periods specified for the years 1927 to 1935 in the industrial groups in which females 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.

Wages—Adult Females—Weighted Average Nominal Weekly Rate payable for a Full Week's Work and Wage Index-Numbers in each Industrial Group.

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.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I, II, V, and VI. All Other Manu- facturing.	XIII. Domestic, Hotels, etc.(a)	XIV. Miscel- laneous.	All Groups.(b)
RATES OF WAGE.						
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
30th June, 1914	22 6	24 9	26 11	31 1	30 2	27 2
31st December, 1914	23 5	24 11	27 0	30 2	31 4	27 5
31st December, 1927	48 9	52 7	53 2	54 5	52 8	52 10
31st December, 1928	49 3	54 2	53 1	55 1	54 10	53 10
30th September, 1929	49 5	54 6	53 11	55 1	53 4	54 2
31st December, 1930	48 4	54 2	52 7	54 2	54 10	53 7
31st December, 1931	44 4	45 5	46 11	50 9	49 10	47 5
31st December, 1932	41 0	42 4	44 2	46 2	47 0	44 2
31st December, 1933	40 6	41 11	43 5	43 4	45 11	43 5
31st December, 1934	40 8	43 9	44 2	45 11	47 2	44 7
31st March, 1935	40 8	43 9	44 2	45 11	47 2	44 7
30th June, 1935	40 10	44 5	44 4	46 2	46 5	45 0
30th September, 1935	40 10	44 5	44 4	46 2	46 5	45 0
31st December, 1935	42 1	44 5	44 8	46 3	46 5	45 1
INDEX-NUMBERS.						
30th June, 1914	828	911	991	1,144	1,110	1,000
31st December, 1914	862	927	994	1,110	1,153	1,008
31st December, 1927	1,793	1,936	1,958	2,001	1,937	1,945
31st December, 1928	1,813	1,993	1,954	2,029	1,946	1,980
30th September, 1929	1,819	2,006	1,984	2,029	1,963	1,992
31st December, 1930	1,777	1,994	1,934	1,994	1,945	1,921
31st December, 1931	1,630	1,672	1,728	1,869	1,834	1,746
31st December, 1932	1,508	1,559	1,625	1,700	1,730	1,621
31st December, 1933	1,491	1,542	1,599	1,594	1,691	1,599
31st December, 1934	1,497	1,609	1,626	1,689	1,737	1,640
31st March, 1935	1,497	1,609	1,626	1,689	1,737	1,640
30th June, 1935	1,504	1,633	1,633	1,700	1,708	1,646
30th September, 1935	1,504	1,633	1,633	1,700	1,708	1,646
31st December, 1935	1,549	1,633	1,645	1,701	1,708	1,659

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

(b) Weighted average.

6. **Hours of Labour and Hourly Rates of Wage, 31st December, 1935.**—
(i) *General.*—The rates of wage referred to in the preceding paragraphs are 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. To secure what may be for some

purposes a better comparison, the results in the preceding paragraphs are herein reduced to a common basis, viz., the rate of wage per hour in industrial groups in each State and in all States. In the Appendix (Sections IV. and V.) details are given of the number of hours worked per week in the various industries. The following tables give the average number of hours per week for each State in industrial groups.

The tables show (a) the average weekly wage; (b) the average number of working hours per week for a full week's work; and (c) the average hourly wage for adult male and female workers in each State and industrial group except Groups XI. (Shipping, etc.), and XII. (Pastoral, Agricultural, etc.). Many of the occupations included in the latter two groups are of a casual or seasonal nature, and the hours of labour are not generally regulated either by awards or determinations of industrial tribunals or otherwise hence the necessary definite particulars for the computation of average working time and hourly rates of wages are not available.

For purposes of comparison the general effect of reducing the weighted average rates of wage to a common basis (i.e., per hour) is to eliminate differences between the several States due to unequal working time.

(ii) *Adult Males.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at the 31st December, 1935:—

Weekly and Hourly Rates of Wage—Adult Males—Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1935.

Industrial Groups.	Particulars (a)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aus-tralia.
I. Wood, Furniture, etc. ...	Weekly Wage	89/1	82/11	92/11	82/10	84/0	85/7	86/8
	Working Hours	45.74	47.97	44.03	46.82	46.58	47.90	46.39
	Hourly Wage	1/11½	1/8½	2/1¼	1/5¼	1/9½	1/9½	1/10½
II. Engineering, Metal Works, etc. ...	Weekly Wage	87/3	82/2	89/7	82/11	86/3	86/7	85/3
	Working Hours	44.03	46.13	44.00	46.49	44.45	45.64	45.05
	Hourly Wage	1/11½	1/9½	2/0½	1/9½	1/11½	1/10½	1/10½
III. Food, Drink, etc. ...	Weekly Wage	87/1	81/0	88/1	86/10	85/4	82/11	85/4
	Working Hours	44.60	46.98	44.36	46.36	45.80	47.94	45.54
	Hourly Wage	1/11½	1/8½	1/11½	1/10½	1/10½	1/8½	1/10½
IV. Clothing, Boots, &c. ...	Weekly Wage	79/4	80/6	84/2	84/1	86/7	77/0	80/9
	Working Hours	44.00	45.17	44.00	44.00	44.00	46.29	44.54
	Hourly Wage	1/9½	1/9½	1/11	1/11	1/11½	1/8	1/9½
V. Books, Printing, etc. ...	Weekly Wage	104/1	98/6	101/4	93/4	108/8	93/8	100/11
	Working Hours	43.38	43.63	44.00	43.68	42.79	43.35	43.53
	Hourly Wage	2/4½	2/3	2/3½	2/1½	2/6½	2/2	2/3½
VI. Other Manufacturing ...	Weekly Wage	84/11	79/10	85/6	82/5	85/7	84/8	83/0
	Working Hours	44.45	46.89	44.39	46.34	45.27	46.09	45.56
	Hourly Wage	1/11	1/8½	1/11	1/9½	1/10½	1/10	1/9½
VII. Building ...	Weekly Wage	97/4	92/3	94/7	89/7	90/9	89/9	94/1
	Working Hours	43.66	44.33	40.00	44.44	44.13	44.59	43.59
	Hourly Wage	2/2½	2/1	2/4½	2/0½	2/0½	2/0½	2/2
VIII. Mining(b) ...	Weekly Wage	103/1	85/2	103/4	71/6	95/5	95/7	97/10
	Working Hours	42.95	44.76	43.47	43.79	43.05	44.92	43.62
	Hourly Wage	2/4½	1/10½	2/6	1/7½	2/2½	2/1½	2/3
IX. Rail and Tram Services ...	Weekly Wage	85/8	83/0	88/2	80/6	86/4	80/2	84/9
	Working Hours	44.38	47.59	44.00	48.00	45.79	48.00	45.58
	Hourly Wage	1/11½	1/9	2/0	1/8½	1/11½	1/8	1/10½
X. Other Land Transport ...	Weekly Wage	82/9	75/3	86/3	75/3	81/7	79/2	80/1
	Working Hours	44.00	47.73	44.00	48.00	46.50	48.00	45.74
	Hourly Wage	1/10½	1/7	1/11½	1/6½	1/9	1/7½	1/9

(a) Particulars relate to the average weighted weekly rates of wage, working hours, and hourly wage respectively. (b) Average rates of wage and hours prevailing at the principal mining centres in each State.

Weekly and Hourly Rates of Wage—Adult Males—Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1935—continued.

Industrial Groups.	Particulars (a)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
XI. Shipping, etc.	Weekly Wage(b)	85/4	85/3	83/7	86/9	83/11	85/10	85/2
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(c)	70/7	71/4	83/	68/5	75/0	74/11	73/4
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc.	Weekly Wage(c)	78/6	71/8	78/7	73/10	77/10	65/0	76/8
	Working Hours	44.00	48.00	44.00	48.00	48.00	48.00	45.89
	Hourly Wage	1/9½	1/6½	1/9½	1/6½	1/7½	1/4½	1/8
XIV. Miscellaneous ..	Weekly Wage	81/0	77/4	85/6	75/2	78/3	75/0	79/7
	Working Hours	44.54	47.74	44.00	47.62	47.23	47.88	46.03
	Hourly Wage	1/9½	1/7½	1/11½	1/7	1/8	1/7	1/8½
All Groups	Weekly Wage	84/2	79/9	88/5	77/11	84/2	81/0	82/10
All Groups excepting XI and XII.	Weekly Wage	87/6	81/4	90/7	86/1	86/0	85/8	85/2
	Working Hours	44.38	46.74	43.60	46.63	45.48	46.75	45.26
	Hourly Wage	1/11½	1/9	2/1	1/8½	1/10½	1/9½	1/10½

(a) Particulars relate to the *average weighted* weekly wage, working hours, and hourly wage respectively. (b) Average rates of wage are for occupations other than Masters, Officers, and Engineers in the Merchant Marine Service, and include value of victualling and accommodation where provided. (c) Including the value of board and lodging, where supplied, in order that the rate may be comparable with those paid in other industries.

(iii) *Adult Females.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult female workers, and weekly hours of labour at the 31st December, 1935:—

Weekly and Hourly Rates of Wage—Adult Females—Weighted Average Rates of Wage payable, and Weekly Hours of Labour, 31st December, 1935.

Industrial Groups.	Particulars (a)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
III. Food, Drink, etc.	Weekly Wage	42/7	42/6	40/5	37/11	38/1	44/0	42/1
	Working Hours	41.80	47.33	45.00	48.00	44.00	48.00	46.17
	Hourly Wage	0/11½	0/10½	0/10½	0/9½	0/10½	0/11	0/11
IV. Clothing, Boots, etc.	Weekly Wage	44/5	44/6	45/6	45/7	46/2	42/3	44/5
	Working Hours	44.00	44.86	44.00	44.00	44.00	45.33	44.41
	Hourly Wage	1/0	0/11½	1/0½	1/0½	1/0½	0/11½	1/0
I., II., V., & VI. All other Manufacturing	Weekly Wage	42/6	46/7	44/6	43/0	..	46/0	44/8
	Working Hours	44.19	45.73	44.14	46.19	..	44.00	45.05
	Hourly Wage	0.11½	1/0½	1/0	0/11½	..	1/0½	3/0
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	44/4	46/11	48/3	38/3	52/5	50/6	46/5
	Working Hours	43.38	46.15	44.00	48.00	47.20	48.00	45.10
	Hourly Wage	1/0½	1/0½	1/1½	0/9½	1/1½	1/0½	1/0½
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	47/7	44/0	54/6	40/0	..	..	46/5
	Working Hours	44.00	46.00	44.00	48.00	..	..	45.14
	Hourly Wage	1/1	0/11½	1/2½	0/10	..	..	1/0½
All Groups	Weekly Wage	44/11	44/2	48/0	42/5	49/1	44/10	45/0
	Working Hours	43.93	45.44	44.03	46.03	45.57	46.07	44.81
	Hourly Wage	1/0½	0/11½	1/1	0/11	1/1	0/11½	1/0

(a) Particulars relate to the *average weighted* weekly rates of wage, working hours, and hourly wage respectively. (b) Including the value of board and lodging, where supplied, in order that the rate may be comparable with those paid in other industries.

7. **Average Nominal Weekly Wage—States, 1891 to 1935.**—the following table shows the average weekly rate of wage payable to adult male workers in each State from 1891 to 1935. The wages given in this table relate to the 31st December, in each year.

Average Nominal Weekly Rates of Wage payable to Adult Male Workers.

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

Particulars.	1891.		1901.		1911.		1914.		1920.		1928.		1929.		1930.		1931.		1932.		1933.		1934.		1935.	
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
N.S.W. ..	44	1	43	11	57	5	56	2	91	0	102	7	102	11	99	1	93	5	84	11	81	11	83	2	84	2
Victoria ..	40	5	40	9	50	6	54	7	86	1	99	8	101	1	96	11	82	2	77	10	77	0	78	8	79	9
Queensland ..	46	6	46	2	51	1	53	5	91	6	101	2	101	2	92	5	89	0	88	5	88	1	88	9	88	5
S. Australia ..	41	7	42	0	51	11	54	5	82	8	96	2	97	0	92	8	75	0	72	7	73	5	75	6	77	11
W. Australia ..	52	4	53	11	59	0	62	10	89	9	99	6	100	7	99	7	84	1	81	9	81	4	84	1	84	2
Tasmania ..	38	6	36	10	41	0	52	8	85	9	93	3	94	8	92	1	79	9	78	1	78	0	79	7	81	0
Australia(a)	43	5	43	5	51	3	55	7	89	10	100	5	101	2	96	9	86	10	81	10	80	6	82	0	82	10

INDEX NUMBERS.

N.S. Wales ..	861	858	1,003	1,096	1,835	2,001	2,007	1,933	1,823	1,657	1,598	1,623	1,612
Victoria ..	789	796	985	1,065	1,679	1,944	1,972	1,891	1,603	1,518	1,502	1,534	1,553
Queensland ..	908	901	997	1,042	1,785	1,974	1,975	1,803	1,737	1,726	1,718	1,732	1,725
S. Australia ..	811	819	1,013	1,062	1,613	1,877	1,896	1,807	1,463	1,416	1,433	1,473	1,520
W. Australia ..	1,022	1,052	1,152	1,226	1,751	1,941	1,963	1,943	1,641	1,595	1,587	1,640	1,642
Tasmania ..	751	719	799	1,028	1,674	1,820	1,848	1,757	1,556	1,523	1,522	1,552	1,581
Australia(a)	848	848	1,000	1,085	1,752	1,959	1,974	1,887	1,694	1,597	1,570	1,599	1,617

(a) Weighted average.

8. **Average Nominal Weekly Wage—Industrial Groups, 1891 to 1935.**—The following table shows for various years the average weekly wages payable in each industrial group. The wages relate to the 31st December in each year.

Average Nominal Weekly Rates of Wage payable to Adult Male Workers in each Industrial Group.

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

Particulars.	1891.		1901.		1911.		1914.		1920.		1928.		1929.		1930.		1931.		1932.		1933.		1934.		1935.	
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
Group I.	52	5	52	3	57	8	59	6	95	1	103	11	104	10	100	3	85	7	83	4	82	8	85	4	86	8
.. II.	47	6	48	5	54	6	57	9	92	5	102	1	103	6	99	1	86	3	81	6	81	4	83	2	85	3
.. III.	38	2	44	7	50	9	55	8	89	3	99	9	100	10	97	1	88	6	84	2	83	3	83	8	85	4
.. IV.	36	2	36	3	39	5	43	0	86	5	99	4	99	6	99	5	83	11	77	3	76	7	79	11	80	9
.. V.	53	5	51	0	58	11	63	0	99	6	117	10	119	1	115	5	102	0	98	3	97	6	99	6	100	11
.. VI.	46	4	46	5	51	11	56	0	88	11	100	8	102	2	97	10	85	4	80	7	79	5	81	4	83	0
.. VII.	50	6	53	10	62	1	65	5	95	7	112	4	113	0	109	8	98	9	93	11	92	3	93	8	94	1
.. VIII.	58	1	54	8	61	2	65	2	103	10	109	10	110	7	107	10	102	5	98	2	97	0	97	7	97	10
.. IX.	50	10	50	4	57	0	59	8	93	1	102	2	105	2	100	2	86	7	80	11	80	4	82	8	84	9
.. X.	39	6	40	9	46	7	52	8	87	3	96	3	96	9	92	10	83	11	78	3	76	9	78	9	80	1
.. XI.	38	2	38	3	44	7	49	10	88	0	103	3	107	0	99	6	81	10	79	6	80	9	84	8	85	2
.. XII.	34	10	32	1	43	0	49	5	87	1	95	9	95	6	87	5	80	3	74	9	71	11	73	4	73	4
.. XIII.	32	10	30	8	45	5	47	11	80	6	93	3	92	6	91	3	85	3	76	5	74	10	75	9	76	8
.. XIV.	39	7	38	10	47	7	54	0	84	11	96	1	96	8	93	7	83	11	78	11	77	5	78	7	79	7
ALL GROUPS (a)	43	5	43	5	51	3	55	7	89	10	100	5	101	2	96	9	86	10	81	10	80	6	82	0	82	10

(a) Weighted average.

Average Nominal Weekly Rates of Wage payable to Adult Male Workers in each Industrial Group—continued.

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

INDEX NUMBERS.

Industrial Group.	1891.	1901.	1911.	1914.	1920.	1928.	1929.	1930.	1931.	1932.	1933.	1934.	1935.
I. Wood, Furniture, etc.	1,023	1,019	1,125	1,161	1,855	2,028	2,046	1,956	1,669	1,627	1,613	1,664	1,691
II. Engineering, Metal Works, etc.	931	945	1,064	1,127	1,803	1,953	2,019	1,933	1,683	1,589	1,587	1,623	1,663
III. Food, Drink, etc.	745	871	991	1,085	1,742	1,947	1,967	1,894	1,727	1,642	1,625	1,633	1,664
IV. Clothing, Hats, Boots, etc.	716	708	981	1,034	1,637	1,939	1,942	1,940	1,638	1,507	1,494	1,559	1,576
V. Books, Printing, etc.	1,043	996	1,149	1,246	1,947	2,299	2,323	2,271	1,991	1,978	1,902	1,942	1,969
VI. Other Manufacturing	904	907	1,013	1,093	1,736	1,964	1,994	1,909	1,664	1,572	1,540	1,587	1,619
VII. Building	986	1,050	1,213	1,276	1,865	2,191	2,205	2,139	1,926	1,833	1,800	1,828	1,836
VIII. Mining	1,134	1,067	1,194	1,272	2,026	2,143	2,157	2,104	1,999	1,916	1,893	1,904	1,908
IX. Rail and Tram Services	992	1,021	1,113	1,165	1,816	1,994	2,052	1,955	1,690	1,579	1,567	1,613	1,653
X. Other Land Transport	772	795	910	1,026	1,702	1,878	1,888	1,812	1,638	1,527	1,497	1,537	1,564
XI. Shipping, etc.	745	751	871	972	1,716	2,014	2,087	1,941	1,596	1,552	1,575	1,652	1,661
XII. Agricultural, Pastoral, etc.	680	627	830	965	1,699	1,869	1,863	1,706	1,566	1,458	1,404	1,431	1,431
XIII. Domestic, Hotels, etc.	641	598	887	935	1,571	1,820	1,804	1,780	1,663	1,492	1,460	1,478	1,496
XIV. Miscellaneous	773	759	929	1,054	1,656	1,874	1,886	1,826	1,637	1,540	1,511	1,530	1,552
All Groups(a)	848	848	1,000	1,085	1,752	1,959	1,974	1,887	1,694	1,597	1,570	1,599	1,617

(a) Weighted average.

9. **Hourly Rates of Wages (a)—1914-1935.**—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified.

Average Nominal Hourly Rates of Wage—Adult Male Workers.

NOTE.—Index-numbers based on the average hourly wage for Australia—30th April, 1914 (13.96d.) as base (= 1,000). The index-numbers in the table are comparable throughout. The rates of wage per hour are shown to the nearest farthing.

Date.	New South Wales	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1921	1 2	1 1½	1 1½	1 1½	1 4½	1 1	1 2
" " 1923	2 1½	2 0½	2 2	2 2	2 1	1 11½	2 0½
" " 1924	2 0½	2 1	2 1½	1 11½	2 0½	1 11½	2 0½
" " 1925	2 1½	2 1½	2 3½	2 0½	2 1½	2 0	2 1½
" " 1926	2 3½	2 2	2 4	2 0½	2 2½	2 0½	2 2½
" " 1927	2 3½	2 2½	2 4	2 1½	2 2½	2 0½	2 2½
" " 1928	2 4	2 2	2 4	2 1	2 2½	2 0	2 3
" " 1929	2 4	2 2½	2 4	2 1½	2 2½	2 0½	2 3
" " 1930	2 2½	2 1½	2 1½	2 0	2 2½	1 11½	2 1½
" " 1931	2 2½	1 9½	2 0½	1 7½	1 10½	1 8½	1 11½
" " 1932	1 11½	1 8½	2 0½	1 7	1 10	1 8½	1 10
" " 1933	1 11	1 8	2 0½	1 7½	1 10	1 8½	1 9½
" " 1934	1 11½	1 8½	2 0½	1 7½	1 10½	1 8½	1 10½
" " 1935	1 11½	1 9	2 1	1 8½	1 10½	1 9½	1 10½

(a) Weighted average 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.

Average Nominal Hourly Rates of Wage—Adult Male Workers—continued.

NOTE.—Index-numbers based on the average hourly wage for Australia—30th April, 1914 (13.96d.) as base (= 1,000). The index-numbers in the table are comparable throughout. The rates of wage per hour are shown to the nearest farthing.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	998	980	963	991	1,170	933	1,000
31st December, 1921	1,817	1,741	1,805	1,637	1,796	1,675	1,779
" " 1923	1,775	1,790	1,808	1,676	1,754	1,696	1,771
" " 1924	1,761	1,790	1,838	1,709	1,771	1,706	1,774
" " 1925	1,808	1,823	1,988	1,761	1,827	1,723	1,829
" " 1926	1,944	1,864	1,997	1,776	1,878	1,746	1,900
" " 1927	1,980	1,880	1,998	1,800	1,882	1,731	1,920
" " 1928	2,004	1,867	2,001	1,788	1,916	1,728	1,928
" " 1929	2,011	1,895	2,001	1,808	1,923	1,751	1,940
" " 1930	1,912	1,813	1,846	1,724	1,922	1,768	1,851
" " 1931	1,873	1,527	1,749	1,383	1,617	1,480	1,676
" " 1932	1,701	1,451	1,748	1,355	1,584	1,464	1,584
" " 1933	1,655	1,438	1,775	1,372	1,571	1,463	1,567
" " 1934	1,676	1,484	1,782	1,410	1,624	1,494	1,594
" " 1935	1,703	1,496	1,782	1,476	1,626	1,519	1,617

10. **Weighted Average Nominal 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 30th April, 1914, and at 31st December, 1921 to 1935. Index-numbers are given for each State, based on the average weekly hours at each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (= 1,000).

Weighted Average Nominal Hours of Labour (exclusive of Overtime) Worked by Adult Male Workers during a Full Working Week, and Hours Index-Numbers.

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

Date	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania	Australia (a)
30th April, 1914 ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
31st December, 1921	45.66	46.95	45.52	47.07	46.24	46.84	46.22
" " 1923	46.73	47.06	45.51	47.00	46.66	47.27	46.70
" " 1924	46.75	46.99	45.40	46.98	46.52	47.26	46.66
" " 1925	46.76	46.98	43.88	46.97	46.26	47.25	46.44
" " 1926	44.55	46.94	43.95	46.95	45.80	47.27	45.57
" " 1927	44.44	46.82	43.96	46.78	45.75	47.16	45.46
" " 1928	44.17	46.70	43.96	46.67	45.30	46.85	45.27
" " 1929	44.14	46.83	43.96	46.83	45.58	47.09	45.34
" " 1930	45.64	46.85	44.43	46.83	45.55	47.09	45.98
" " 1931	44.22	46.88	44.98	46.83	45.55	46.76	45.51
" " 1932	44.19	46.86	44.99	46.83	45.51	46.75	45.49
" " 1933	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1934	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1935	44.18	46.74	43.69	46.63	45.48	46.75	45.26

(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.

Weighted Average Nominal Hours of Labour (exclusive of Overtime) Worked by Adult Male Workers during a Full Working Week, and Hours Index-Numbers—continued.

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 the table are comparable throughout.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	1,010	997	997	993	976	994	1,000
31st December, 1921	933	960	930	962	945	957	945
" " 1923	955	962	930	961	954	966	954
" " 1924	955	960	928	960	951	966	954
" " 1925	956	960	897	960	945	966	949
" " 1926	910	959	868	960	936	966	931
" " 1927	908	957	898	956	935	964	929
" " 1928	903	954	898	954	926	957	925
" " 1929	902	957	898	957	932	962	927
" " 1930	933	958	908	957	931	962	940
" " 1931	904	958	919	957	931	956	930
" " 1932	903	958	919	957	930	955	930
" " 1933	904	957	899	957	930	956	927
" " 1934	904	957	899	957	930	956	927
" " 1935	903	955	893	953	929	955	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

II. Hourly Rates of Wage, 1914 to 1935—Adult Females.—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified.

Average Nominal Hourly Rates of Wage—Adult Female Workers.

NOTE.—Index-numbers based on the average hourly rate of wage for Australia at 30th April, 1914 (6.64d.), as base (= 1,000). The index-numbers in the table are comparable throughout. The rates of wage per hour are shown to the nearest farthing.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
	<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>
30th April, 1914 ..	0 6 $\frac{1}{4}$	0 6 $\frac{3}{4}$	0 6 $\frac{1}{4}$	0 5 $\frac{1}{4}$	0 9 $\frac{1}{4}$	0 6	0 6 $\frac{3}{4}$
31st December, 1921	1 1	1 0 $\frac{1}{4}$	1 1 $\frac{1}{4}$	0 11 $\frac{3}{4}$	1 2 $\frac{1}{4}$	1 0	1 0 $\frac{1}{4}$
" " 1923	1 1	1 0 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 0	1 2 $\frac{1}{4}$	1 0 $\frac{1}{4}$	1 1
" " 1924	1 0 $\frac{1}{4}$	1 1	1 1 $\frac{1}{4}$	1 0	1 2 $\frac{1}{4}$	1 0 $\frac{1}{4}$	1 1
" " 1925	1 1	1 1 $\frac{1}{4}$	1 2	1 0 $\frac{1}{4}$	1 3 $\frac{1}{4}$	1 0 $\frac{1}{4}$	1 1 $\frac{1}{4}$
" " 1926	1 1 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 2 $\frac{1}{4}$	1 1	1 3 $\frac{1}{4}$	1 1	1 1 $\frac{1}{4}$
" " 1927	1 2 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 2 $\frac{1}{4}$	1 1	1 3 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 2
" " 1928	1 2 $\frac{1}{4}$	1 2 $\frac{1}{4}$	1 3	1 1 $\frac{1}{4}$	1 3 $\frac{1}{4}$	1 2	1 2 $\frac{1}{4}$
" " 1929	1 2 $\frac{1}{4}$	1 2 $\frac{1}{4}$	1 3	1 1 $\frac{1}{4}$	1 3 $\frac{1}{4}$	1 2	1 2 $\frac{1}{4}$
" " 1930	1 2	1 2	1 2 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 3 $\frac{1}{4}$	1 2	1 2 $\frac{1}{4}$
" " 1931	1 1 $\frac{1}{4}$	1 0	1 1	0 11 $\frac{1}{4}$	1 1 $\frac{1}{4}$	1 0	1 0 $\frac{1}{4}$
" " 1932	1 0 $\frac{1}{4}$	0 11 $\frac{1}{4}$	1 0 $\frac{1}{4}$	0 10 $\frac{3}{4}$	1 1	0 11 $\frac{1}{4}$	0 11 $\frac{1}{4}$
" " 1933	0 11 $\frac{1}{4}$	0 11 $\frac{1}{4}$	1 0 $\frac{1}{4}$	0 10 $\frac{1}{4}$	1 0 $\frac{1}{4}$	0 11 $\frac{1}{4}$	0 11 $\frac{1}{4}$
" " 1934	1 0	0 11 $\frac{1}{4}$	1 1	0 11 $\frac{1}{4}$	1 1	0 11 $\frac{1}{4}$	1 0
" " 1935	1 0 $\frac{1}{4}$	0 11 $\frac{1}{4}$	1 1	0 11 $\frac{1}{4}$	1 1	0 11 $\frac{1}{4}$	1 0

Average Nominal Hourly Rates of Wage—Adult Female Workers—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	980	1,021	976	881	1,386	920	1,000
31st December, 1921	1,965	1,878	1,989	1,770	2,215	1,794	1,923
" " 1923	1,943	1,937	1,997	1,815	2,215	1,831	1,944
" " 1924	1,929	1,943	2,017	1,821	2,236	1,898	1,949
" " 1925	1,944	2,000	2,125	1,913	2,280	1,893	1,995
" " 1926	2,080	2,059	2,169	1,959	2,319	1,952	2,078
" " 1927	2,175	2,084	2,193	1,958	2,327	1,985	2,125
" " 1928	2,205	2,140	2,250	2,003	2,333	2,092	2,172
" " 1929	2,218	2,154	2,252	2,015	2,333	2,108	2,182
" " 1930	2,113	2,127	2,172	2,011	2,383	2,105	2,128
" " 1931	2,044	1,822	1,943	1,688	2,045	1,791	1,910
" " 1932	1,837	1,711	1,863	1,605	1,967	1,700	1,777
" " 1933	1,776	1,700	1,919	1,611	1,916	1,691	1,752
" " 1934	1,819	1,738	1,956	1,699	1,947	1,730	1,797
" " 1935	1,848	1,758	1,971	1,721	1,947	1,759	1,818

12. Weighted Average Nominal Hours of Labour—Adult Females.—

The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for female workers in each State and Australia at 30th April, 1914, and at 31st December, 1921 to 1935. Index-numbers are given for each State based on the average weekly hours at each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (= 1,000.)

Weighted Average Nominal Hours of Labour (exclusive of Overtime) worked by Adult Female Workers during a Full Working Week.

NOTE.—Index-numbers based on the average hours of labour for Australia at 30th April, 1914 (49.08), as base (= 1,000). The index-numbers in the table are comparable throughout.

Date	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914 ..	49.34	48.54	49.32	49.33	48.69	50.76	49.08
31st December, 1921	45.06	46.04	45.66	46.10	45.97	47.86	45.69
" " 1923	45.81	46.13	45.60	46.10	45.97	47.86	45.98
" " 1924	45.98	46.08	45.60	46.10	45.97	47.86	46.02
" " 1925	46.17	45.83	44.00	46.10	45.57	47.86	45.78
" " 1926	44.02	45.60	44.01	46.10	45.57	47.86	44.94
" " 1927	44.02	45.58	44.01	46.10	45.57	47.86	44.94
" " 1928	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1929	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1930	45.85	45.44	44.01	46.03	45.57	46.07	45.48
" " 1931	43.93	45.44	44.56	46.03	45.57	46.07	44.88
" " 1932	43.93	45.44	44.56	46.03	45.57	46.07	44.88
" " 1933	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1934	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1935	43.93	45.44	44.03	46.03	45.57	46.07	44.81

Weighted Average Nominal Hours of Labour (exclusive of Overtime) worked by Adult Female Workers during a Full Working Week—continued.

NOTE.—Index-numbers based on the average hours of labour for Australia at 30th April, 1914 (49.08), as base (= 1,000). The index-numbers in the table are comparable throughout.

Date.	New South Wales.	Victoria.	Queensland.	South Australia	Western Australia.	Tasmania.	Australia.
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INDEX-NUMBERS.

30th April, 1914 ..	1,005	989	1,005	1,005	992	1,034	1,000
31st December, 1921	918	938	930	939	937	975	931
" " 1923	933	940	929	939	937	975	937
" " 1924	937	939	929	939	937	975	938
" " 1925	941	934	896	939	928	975	933
" " 1926	897	929	897	939	928	975	916
" " 1927	897	929	897	939	928	975	916
" " 1928	895	925	897	938	928	939	913
" " 1929	895	925	897	938	928	939	913
" " 1930	934	926	897	938	928	939	927
" " 1931	895	926	908	938	928	939	914
" " 1932	895	926	908	938	928	939	914
" " 1933	895	926	897	938	928	939	913
" " 1934	895	926	897	938	928	939	913
" " 1935	895	926	897	938	928	939	913

13. **Nominal and Effective Wages.**—(i) *General.* Wages are said to be *nominal* when they represent the actual amounts of money received in return for labour, and are described as *effective* or *real* when their equivalence in purchasing power is expressed, that is, their purchasing power according to some definite composite unit or regimen the cost of which is ascertained at a particular date or during a particular period adopted as a datum for reference. The relation between nominal and *effective* or *real* wages was discussed at some length in Labour Report No. 6, and reference to the matter was also made in Labour Report No. 11.

(ii) *Effective or Real Weekly Wage Index-numbers—1901 to 1935.* In computing these *effective* wage index-numbers for the respective years, the nominal wage index-numbers for each State have been divided by the retail price index-numbers (food, groceries and rent of all houses) for its respective capital city. The resulting index-numbers show for each State and for Australia for the years specified the variations in *effective* or *real* wages. The nominal wage index-numbers for the years prior to 1914 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 sections. However, so far as the years 1901 and 1911 are concerned, inasmuch as the movement in wages during any one year prior to 1914 was comparatively slight, the index-numbers, therefore, as quoted may be regarded as substantially accurate.

Effective or Real Wages (Full Work)—Adult Males.

Particulars.	1901.	1911.	1911 ^c	1920.	1926	1927.	1928	1929.	1930.	1931.	1932.	1933.	1934.	1935.
N.S.W. ..	961	973	906	911	1,035	1,079	1,089	1,050	1,107	1,160	1,150	1,138	1,101	1,095
Victoria ..	913	1,037	961	875	1,069	1,093	1,120	1,084	1,158	1,162	1,126	1,130	1,114	1,092
Queensland	1,172	1,090	1,038	1,036	1,183	1,222	1,236	1,220	1,317	1,345	1,376	1,377	1,377	1,323
S. Australia	918	957	929	853	1,076	1,073	1,089	1,067	1,166	1,178	1,133	1,144	1,144	1,119
W. Australia	1,024	1,023	1,070	1,012	1,165	1,199	1,156	1,143	1,229	1,232	1,212	1,246	1,221	1,224
Tasmania ..	827	838	942	830	1,037	1,072	1,099	1,064	1,111	1,114	1,067	1,094	1,086	1,099
Australia	964	1,000	948	911	1,072	1,102	1,115	1,082	1,152	1,185	1,168	1,178	1,148	1,133

In the preceding table the *effective* wage index-numbers are computed to the one base, that of Australia for 1911, and, as the index-numbers are comparable in all respects, comparisons may be made as to the increase or decrease in the *effective* wage index-number for any State over any period of years. Thus, comparing 1935 with 1901 and with 1911, there has been an increase in the average *effective* wage in all States, but comparisons with 1934 reveal a gain in the three smaller States and a decline in the three larger ones with the Australian rate consequently lower.

14. **Effective or Real Wages and Standard of Comfort, 1901 to 1935.**—In the preceding paragraph, particulars are given as to variations in *effective* wages in each State, due allowance having been made for variations in the purchasing-power of money, but not for unemployment.

For years prior to 1913, the data available as to unemployment were so meagre that comparative results allowing for variations both in the purchasing-power of money and in unemployment could not be accurately computed for the several States. In the subjoined table, for these earlier years the percentage of unemployment for Australia and the nominal wage index-numbers relate to the end of the year. For the year 1914 and subsequent years, the wage index-numbers, percentages of unemployment, and retail price index-numbers are the average for the year. Column I. shows the nominal wage index-numbers, and Column II. the relative percentages unemployed (see Chapter III.). These percentages of unemployment (converted into terms of employment*) are applied to the index-numbers in Column I. to obtain rate of wage index-numbers allowing for unemployment, which are shown in Column III. computed with the year 1911 as base = 1,000. In column IV. the price index-numbers are shown, and in Columns V. and VI., the *effective* or *real* wage index-numbers are given for full work and allowing for unemployment respectively. These are obtained by dividing the figures in Columns I. and III., respectively by the corresponding figures in Column IV. 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."† A comparison between the figures in Columns I. and V. shows the relation between the nominal rates of wage and the purchasing efficiency of these rates. The figures in Column VI. (see graph on page 8) show variations in *effective* wages after allowing not only for variations in prices, but for unemployment also.

* e.g. (1912)—95.3 : 94.5 :: 1,051 : 1,012.

† 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. 1) 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."

Unemployment, and Nominal and Effective or Real Wage Index-Numbers.(a)

Year	I. Nominal Weekly Wage Index- numbers.	II. Percentage Unem- ployed.	III. Rate of Wage Index-numbers, allowing for Unemployment. Recomputed. (1911 = 1,000).	IV. Retail Price Index- numbers. Food, Groceries and Rent (all houses).	Effective or Real Wage Index-numbers.	
					V Full Work.	VI. Allowing for Un- employ- ment.
1901	848	6.6	832	880	964	945
1909	923	5.8	913	948	974	963
1910	955	5.6	945	970	985	974
1911	1,000	4.7	1,000	1,000	1,000	1,000
1912	1,051	5.5	1,042	1,101	955	946
1913	1,076	5.3	1,071	1,104	975	970
1914	1,081	8.3	1,040	1,140	948	912
1915	1,092	9.3	1,039	1,278	854	813
1916	1,144	5.8	1,131	1,324	864	854
1917	1,226	7.1	1,195	1,318	930	907
1918	1,270	5.8	1,255	1,362	932	921
1919	1,370	6.6	1,343	1,510	907	889
1920	1,627	6.5	1,596	1,785	911	894
1921	1,826	11.2	1,701	1,697	1,076	1,002
1922	1,801	9.3	1,715	1,600	1,126	1,072
1923	1,805	7.1	1,760	1,700	1,062	1,035
1924	1,840	8.9	1,759	1,681	1,095	1,046
1925	1,861	8.8	1,781	1,722	1,081	1,034
1926	1,914	7.1	1,866	1,786	1,072	1,045
1927	1,946	7.0	1,899	1,766	1,102	1,075
1928	1,963	10.8	1,837	1,760	1,115	1,044
1929	1,972	11.1	1,839	1,822	1,082	1,009
1930	1,939	19.3	1,642	1,683	1,152	976
1931	1,752	27.4	1,335	1,479	1,185	903
1932	1,639	29.0	1,221	1,403	1,168	870
1933	1,584	25.1	1,245	1,345	1,178	926
1934	1,590	20.5	1,326	1,385	1,148	957
1935	1,609	16.5	1,410	1,420	1,133	993

(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* or *real* 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 VI., 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 first occasion on which the *effective* wage was higher than in 1911 was in the year 1921.

Retail prices rose slightly in 1935, but as nominal wages rose to a lesser extent than prices, the *effective* wage index-number for full work fell from 1,148 to 1,133. As unemployment decreased considerably, compared with the preceding year, the index-number allowing for unemployment increased.

from 957 to 993. Comparison with 1911 shows that the *effective* wage for full time work was 13.3 per cent. higher, but allowing for unemployment was 0.7 per cent. lower during 1935.

15. Productive Activity.—The preceding table shows the movement in *real* (or *effective*) wages, i.e., wages measured in retail purchasing power over food and housing. A parallel problem is the measure of productivity, i.e., the quantity of production (irrespective of prices) in relation to population or persons engaged in production.

The following table shows the total value of production from various sources during the years specified :—

Estimated Value of Australian Production.

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and Fisheries.	Mining.	Manufacturing.	Total.
	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.
1908 ..	37,150	46,468	16,564	4,368	24,355	33,956	162,861
1909 ..	41,056	52,336	16,571	4,504	22,893	36,913	174,273
1910 ..	39,752	56,017	19,086	5,072	23,030	42,442	185,399
1911 ..	38,774	52,729	20,154	5,868	23,303	47,531	188,359
1912 ..	45,754	56,148	21,713	6,745	25,475	53,401	209,236
1913 ..	46,162	63,146	21,682	6,626	25,594	57,674	220,884
1914 ..	36,052	67,085	22,504	6,853	22,054	59,004	213,552
1915 ..	75,475	70,172	22,399	6,253	22,060	59,212	255,571
1916 ..	61,255	83,054	27,931	6,062	23,192	60,502	261,996
1917 ..	59,641	91,979	31,326	6,147	24,998	65,327	279,418
1918 ..	59,036	96,662	33,738	6,890	25,462	70,087	291,875
1919-20 ..	72,202	111,683	38,830	9,670	18,982	92,330	343,697
1920-21 ..	112,801	90,641	52,613	11,136	21,675	101,778	390,644
1921-22 ..	81,890	75,054	44,417	10,519	20,029	112,517	344,426
1922-23 ..	84,183	97,127	43,542	11,124	20,281	123,188	379,445
1923-24 ..	81,166	110,216	42,112	11,866	22,184	132,732	400,276
1924-25 ..	107,163	127,301	45,190	12,357	24,592	137,977	454,580
1925-26 ..	89,267	113,556	48,278	12,784	24,529	143,256	431,670
1926-27 ..	98,295	111,716	46,980	12,790	23,939	153,634	447,354
1927-28 ..	84,328	124,554	50,261	12,181	23,015	158,562	452,901
1928-29 ..	89,440	116,733	50,717	11,617	19,539	159,759	447,805
1929-30 ..	77,109	84,563	49,398	11,371	17,912	149,184	389,537
1930-31 ..	70,500	69,499	43,067	8,313	15,361	112,966	319,706
1931-32 ..	74,489	61,540	41,478	7,703	13,352	106,456	305,018
1932-33 ..	75,562	64,851	39,622	8,470	15,583	114,136	318,224
1933-34 ..	70,731	95,613	40,306	9,605	17,608	123,355	357,218
1934-35 ..	68,587	74,556	44,763	10,856	19,949	137,349	356,060

In previous issues of this Report, an attempt was made to measure the quantity of material production by means of production price index-numbers. These index-numbers have never been regarded as satisfactory over a long period, and there is danger in continuing them further in respect to manufacturing production. (See Production Bulletin No. 24, page 112.) In

the absence of a satisfactory measure of the *quantity* of production, the retail price index-numbers have been applied to the value of production in the same manner as applied to nominal wages to measure their relative purchasing power. The results may be taken to indicate the purchasing power in retail prices of the things produced, and for convenience will hereafter be called *real* production.

Two tables are given :—The first shows *real* production per head of population, but any deductions therefrom must take into account the following considerations. The production considered is material production only, and takes no account of services. As civilization advances, material production becomes less important relative to services, and a smaller proportion of the population is engaged in such production. For example, the use of the motor car, the cinema and wireless is comparatively recent, and in connexion therewith, a much larger number of people is employed in services than in material production. It follows, therefore, that material production per head of population will not measure accurately the progress of productive efficiency, but will tend to give too low a value. Unemployment, of course, will also depress it.

A better measure is given by *real* production per person engaged in material production. The second table attempts to give this. The result will give a better measure of productive efficiency, but will not take into account the effect of unemployment, though the index may be somewhat depressed by short time and rationing.

The tables tell different stories. Before unemployment became severe in 1930, *real* production per head, as shown in the last column of the first table, had remained substantially steady, with minor fluctuations since 1906. Whatever gain had been made in productive efficiency had been counterbalanced by the gradual change over from production of goods to production of services. Coincident with the heavy increase in unemployment between the years 1930 and 1933, the maximum being reached in 1932, the index fell sharply from its normal figure of about 100 to 76 in 1930-31. This would imply a fall in average *real* income of about 24 per cent. from the normal level, taking unemployment into account. During the following three years the index rose to 96, equivalent to an increase in *real* production of 26 per cent. In 1934-35, however, the index fell to 92, due principally to the rise in the retail price index-number while the value of production showed little change. These figures indicate a rise in *real* production over that of the lowest point of the depression of 26 per cent. in 1933-34 and 21 per cent. in 1934-35.

The index of *real* production per person engaged, as given in the last column of the second table, shows on the other hand an appreciable upward tendency. It rose steeply during the war, as might have been expected, fell somewhat after the war, and recovered again. For 1929-30, it fell to 105, due to the lag in the fall of retail prices, but increased during the next four years to 125 only to fall again in 1934-35 to 115 with the fall in wool prices during that year. This high figure for *real* production per person engaged implies a high *real* wage for those in employment, and is consistent with available information concerning rates of *effective* or *real* wages, which more than maintained in recent years the high level reached in the years 1927 to 1929.

Production per Head of Population.

Year.	Value of Material Production.			Retail Price Index-Number. (a) 1911 = 1,000.	Real Production per head of population (measured in retail purchasing power). 1911 = 100.
	Total, £1,000.	Per head of population.			
		Actual.	Index-Number. 1911 = 100.		
		£			
1911	188,359	41.2	100	1,000	100
1913	220,884	45.1	110	1,104	99
1914	213,552	43.0	104	1,140	92
1916	261,996	53.3	129	1,324	98
1917	279,418	56.1	136	1,318	103
1918	291,875	57.5	140	1,362	102
1919-20 ..	343,697	64.9	158	1,624	97
1920-21 ..	390,644	72.2	175	1,821	96
1921-22 ..	344,426	62.5	152	1,600	95
1922-23 ..	379,445	67.4	163	1,642	100
1923-24 ..	400,276	69.6	169	1,714	99
1924-25 ..	454,580	77.3	188	1,690	111
1925-26 ..	431,670	72.0	175	1,766	99
1926-27 ..	447,354	73.1	178	1,763	101
1927-28 ..	452,901	72.5	176	1,776	99
1928-29 ..	447,805	70.5	171	1,785	96
1929-30 ..	389,537	60.6	147	1,783	83
1930-31 ..	319,706	49.2	120	1,574	76
1931-32 ..	305,018	46.5	113	1,432	79
1932-33 ..	318,224	48.2	117	1,358	86
1933-34 ..	357,218	53.7	130	1,365	96
1934-35 ..	356,060	53.1	129	1,399	92

(a) Retail prices of food, groceries, and housing (all houses) for six capital cities.

Production per Person Engaged.

Year.	Number engaged in Material Production.(a)	Value of Material Production per person engaged in production (a)		Real Production per person engaged (measured in retail purchasing power). 1911 = 100.
		Actual.	Index-Number. 1911 = 100.	
	(1,000.)			
1911	728	257	100	100
1913	756	290	113	102
1914	733	289	113	99
1916	685	381	148	112
1917	683	408	159	120
1918	685	424	165	121
1919-20 ..	743	460	179	110
1920-21 ..	760	510	199	109
1921-22 ..	775	441	172	107
1922-23 ..	793	475	185	113
1923-24 ..	810	491	191	111
1924-25 ..	826	547	213	126
1925-26 ..	831	515	201	114
1926-27 ..	841	527	205	116
1927-28 ..	838	536	209	118
1928-29 ..	830	536	209	117
1929-30 ..	803	482	187	105
1930-31 ..	728	431	168	107
1931-32 ..	741	411	160	112
1932-33 ..	781	407	158	117
1933-34 ..	815	437	170	125
1934-35 ..	862	412	160	115

(a) Vide following explanatory remarks.

The data for the preceding table are not complete. The numbers engaged in timber-getting are not accurately known, so that the value of production on this account, and the corresponding persons engaged, are both left out of account. Further, the information about women engaged in primary production is unsatisfactory, so that males alone are counted in primary industries. In manufacturing, the numbers are converted into equivalent male workers on the basis of relative wages for male and female workers. The column headed "numbers engaged" is therefore, rather an index than the absolute number of individuals occupied in material production, but as an index, it should be accurate enough to give a satisfactory index of production per person engaged.

§ 3. The Basic Wage and Child Endowment in Australia.

1. **The Basic Wage.**—(i) *General.*—The "basic" wage is determined by industrial tribunals in Australia operating under Commonwealth and State Arbitration Acts. In the Commonwealth Conciliation and Arbitration Act, and in the industrial legislation in New South Wales, Queensland, South Australia and Western Australia, provision is made for the tribunals appointed by the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania, the provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, the same Wages Board system exists, but by amendments of the Factories Act, operative from 17th October, 1934, (*vide* p. 83) Wages Boards are obliged to adopt the same basic wage as that determined by the Commonwealth Arbitration Court for similar industries.

The Acts in force providing for the determination of a "basic" wage are as under :—

- (a) Australia—Commonwealth Conciliation and Arbitration Act 1904–1934.
- (b) New South Wales—Industrial Arbitration Act 1912–1936.
- (c) Victoria—Factories and Shops Act, Nos. 4275, 1934 and 4461, 1936.
- (d) Queensland—Industrial Conciliation and Arbitration Act 1932–1935.
- (e) South Australia—The Industrial Code 1920–1935.
- (f) Western Australia—Industrial Arbitration Act 1912–1934.

The Federal Basic Wage.

(ii) *Commonwealth.*—The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon in 1905. In spite of these pronouncements, however, and of 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* ", and was generally referred to as the "Harvester" wage. The constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The judgment was delivered on 8th November, 1907, in the matter of the application of H. V. McKay for an Order in terms of Section 2 (d) of the Excise Tariff 1906. The Commonwealth Parliament had by this Act imposed certain excise duties on agricultural implements, but provided that the Act should not apply to goods manufactured in Australia "under conditions as to the remuneration of labour which are declared by the President of the Commonwealth Court of Conciliation and Arbitration to be fair and reasonable." The President discussed at length the meaning of "fair and reasonable", and stated "These remarks would not be made if the Legislature had defined the general principles on which I am to determine whether wages are fair and reasonable or the reverse. . . . The provision for fair and reasonable remuneration is obviously designed for the benefit of the employees in the industry; and it must be meant to secure to them something which they cannot get by the ordinary system of individual bargaining with employers. . . . The standard must therefore be something else; and I cannot think of any other standard appropriate than 'the normal needs of the average employee regarded as a human being living in a civilized community.'" This may therefore be taken as the true definition of the "basic†" wage of the Federal Arbitration Court.

The President in his judgment stated—"My hesitation has been chiefly between 7s. and 7s. 6d.; but I put the minimum at 7s. as I do not think that I could refuse to declare an employer's remuneration to be fair and reasonable if I find him paying 7s. per day."

The "Harvester basic rates for all other towns throughout Australia were fixed at practically the same rates until the year 1913, when the Court took cognizance of the retail price index-numbers, covering food and groceries and rent of all houses, for the 30 more important towns of the Commonwealth, which had been published by the Commonwealth Statistician for the first time in the preceding year. These index-numbers had been taken back to 1901, with the year 1911 as base, and disclosed not only considerable percentage increases since 1907, but also large disparities in the relative purchasing power of money in the various towns. The basic rates for towns were thereafter fixed on their respective index-numbers, taking the index-number 875 for Melbourne for the year 1907 as being equivalent to 42s. per week—or the base of the table 1,000 as being equivalent to 48s. per week. Exceptions were made as regards many country towns, where certain loadings were applied to counterbalance their lower index-numbers due to cheaper rentals.‡

In 1922 an amount known as the "Powers' 3s."§ was added to the weekly wage for the purpose of securing to the worker during a period of rising prices the full equivalent of the "Harvester" standard, and in the same year the system was instituted of regular quarterly adjustments of the basic wage to variations in purchasing power as disclosed by the retail price index-numbers.

* This was regarded by the learned Judge as the "average" family unit, whereas statistically the average number of dependent children per married adult worker is approximately two, and for all adult workers approximately one, the Court following the principle of paying the same wage to both single and married workers.

† The term "minimum" wage on the other hand, is used to express the lowest rate of wage payable in a particular industry and is either equal to, or greater than the "basic" wage.

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

§ Awarded by Mr. Justice Powers in the Gas Workers' Case.

The Commonwealth Conciliation and Arbitration Act provides that the "basic" wage is to be considered by a Court constituted by the Chief Judge and not less than two other Judges, and must be approved by a majority of the members of the Court. The amended Act of 1930 provides that any alteration of the "basic" wage or the principles on which it is computed, or any variation or interpretation of any award where the variation or interpretation would result in any such alteration, shall have no force or effect unless it is considered by the Court constituted as above-mentioned. By a judgment of the High Court on the 21st April, 1933, the "basic" wage is taken to mean for the foregoing purpose, not only the "Harvester" wage, but any "loadings" forming part of the primary wage of an unskilled labourer, the wage payable for skilled labour being assessed on the basis of that primary wage. A "loading" is defined as an addition to the "basic" wage as compensation for some peculiar condition of labour or environment, and not by way of "margin for skill."

The adequacy or otherwise of the "Harvester" standard has been the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the war rendered such a review out of the question, particularly in view of the fact that wages throughout Australia were being automatically adjusted to changes in the cost of living. A Royal Commission (referred to later) was appointed in 1920 to assess a basic wage, but its recommendations were disregarded.

This method of fixation and adjustment of the basic wage continued in force until 30th April, 1934, when it was superseded by a Judgment of the Full Arbitration Court, delivered on 17th April, particulars of which appear below.

In the meantime, however, the economic depression, which made itself felt severely in Australia in 1930, forced the employers to seek relief from the Court of part of the heavy burden of wages on industrial recovery, and on page 74 of Labour Report No. 23 for 1932, an account will be found of the proceedings which resulted in the Court reducing all wages under its jurisdiction by 10 per cent. from 1st February, 1931, together with references to the Court's refusal in June, 1932, and May, 1933, to rescind the Order on applications made by the Unions.

2. Basic Wage Inquiry, 1934.—(i) *Introductory.*—As explained hereinafter, the 10 per cent. reduction of wages referred to above ceased to operate in the majority of awards as from the 1st May, 1934, following on a judgment of the Full Court delivered on the 17th April, 1934. The Court at the same time declared a new basic wage, to be periodically adjusted on the "All Items" ("C" Series) index-numbers computed by this Bureau. This new wage supersedes the former "Harvester" standard wage supplemented by the "Powers' 3s." with which the family unit of "about five persons" had been generally associated. For convenience of reference, the new basic wage will be known as the "Commonwealth 'Restoration' Basic Wage, 1934."

(ii) *Applications for Restoration.* In connexion with its former refusals to rescind the 10 per cent. reduction imposed from 1st February, 1931 the Court had indicated that although refusing restoration generally, it was possible that certain industries were in a condition to justify the restoration, and that the Court would be quite prepared to hear applications made on that ground. A number of full and partial restorations were actually made in this way by the Court, and also voluntarily by employers.

Applications by organizations generally renewing the request for re-
 mission of the 10 per cent. reduction having been made, the case opened
 before the Full Court on the 19th February, 1934, and the hearing continued
 until the 14th March, 1934, the transcript of the evidence covering 865 pages
 exclusive of "exhibits" not incorporated. Very few witnesses were called,
 and as the Court declined to hear evidence on the domestic requirements
 of typical families, the case submitted by the Unions, in addition to traversing
 the general principles followed by State tribunals in determining the basic
 wage for their respective States, was mainly directed to prove that the
 national finances had improved substantially; that commerce and industry
 had revived, and that balance-sheets, enhanced prices of stocks and shares,
 increased productivity, and other ready means of measuring prosperity
 had proved the ability of industry to bear complete restoration of former
 wage standards; that the continuation of the reduction was hampering
 progress towards complete recovery; and that had the conditions prevailing
 in 1930 been similar to those of 1934, the Court would not have made the
 reduction. The employers denied generally the position as stated by the
 Unions, and submitted that the alleged improvement was more psycho-
 logical than real; that although Commonwealth finances had apparently
 improved, the condition of State finances was still parlous; that the position
 of the railways and tramways was desperate, and that State deficits were
 largely due to the losses in those services.

(iii) *Judgment of the Court.* (a) *Capital Cities.*—The reserved judgment
 was delivered by the Court on the 17th April, 1934, and came into operation
 on the 1st May, 1934. The decision was not unanimous, the majority
 judgment being signed by Dethridge, C.J., and Drake-Brockman, J.;
 Beeby, J., dissenting as to the amount at which the basic wage was declared.
 The basic rates awarded for the various capital cities are shown in column 2
 of the following table, while the basic rates being paid under the former
 systems, together with the increases and decreases on former standards,
 are added for comparative purposes.

COMPARISON OF BASIC RATES AWARDED FOR CAPITAL CITIES.

City.	New Rates Awarded 1st May, 1934. "C" Series	Rates being paid prior to 1st May, 1934.(a)		Increase or Decrease.		
		Under "D" Series less 10 per cent. "cut".	Under "A" Series (Full).	Over "D" Series.	Over "A" Series.	Over "A" Series less 10 per cent. "cut".
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Sydney ..	57 0	66 11	72 0	0 1	-5 0	+2 2
Melbourne ..	64 0	63 4	67 6	0 8	-3 6	+3 3
Brisbane ..	61 0	59 4	62 0	1 8	-1 0	+5 2
Adelaide ..	64 0	60 2	63 0	3 10	+1 0	+7 4
Perth ..	66 0	59 3	64 0	6 9	+2 0	+8 5
Hobart ..	67 0	64 10	70 0	2 2	-3 0	+4 0
Six Capitals	65 0	63 9	68 0	1 3	-3 0	+3 10

(a) Calculated to nearest 6d., and including "Powers' 3s" or its equivalent.

NOTE.—For explanation of the "A", "C", and "D" Series see p. 16 of this Report.

Column (3) represents the rates actually being paid to members of the applicant organizations, and the immediate gains are shown in column (5), representing the difference between Columns (2) and (3). A comparison with past "standards" is made in columns (6) and (7). Column (6) represents the increase or decrease compared with wages of workers not subject to the 10 per cent. reduction, who are still enjoying the standard represented by the "A" Series of index-numbers, which has existed since the "Harvester" wage was declared in 1907, plus the addition of the "Powers' 3s." in 1922. The most noteworthy feature of this column is the coincidence that the new rate for the Six Capital Cities combined is that previously paid under the "A" Series, without the "Powers' 3s.", but reference to Section (v.)—"Basis of New Wage"—of this article will disclose the fact that this rate was not used as the basis of the judgment. The rate for Hobart is likewise that formerly paid under the "A" Series, without the "Powers' 3s." while for Melbourne the rate is 6d. under that amount; but in the case of Sydney, the decrease was 2s. in addition to that item. The increases disclosed by column (6) for Adelaide and Perth are due to the higher relative rates under the "C" Series index-numbers for the towns mentioned, compared with those under the "A" Series. Column (7) represents the theoretical immediate gain to wages, had there been no adjustment of wages by means of the "D" Series index-numbers. It must be remembered in this connexion that the introduction of this system of adjustment in May, 1933, was merely a temporary measure adopted by the Court to arrest somewhat the steep drop in wages which was taking place as the result of adjustments made in accordance with the "A" Series index-numbers; and if, therefore, the 10 per cent. reduction had continued to operate upon the rates derived from the "A" Series, the increases over the rates ruling would, on such an hypothesis, have been those shown in column (7).

(b) *Country Towns.* The rates for country towns were, with certain exceptions, fixed at a figure 3s. below that of the Capital City, the exceptions being as follow:—Newcastle, 67s.; Broken Hill, 65s.; Geelong, 63s.; Warrnambool, 63s. (on Geelong); Mildura, 64s. (on Melbourne); Yallourn, 64s. (on Melbourne); Whyalla, 64s. (on Adelaide); Kalgoorlie, 76s.; Geraldton, 69s.; Launceston, 66s.; Queenstown, 62s. 6d. The rates for Adelaide, Hobart and Launceston were graduated so as to come into full operation by the 1st June, 1935. Special provisions were made in connexion with the railway services. In the case of Tasmania a flat rate of 65s. or 2s. below that of Hobart was declared, whilst in the case of South Australia flat rate of 64s. on the Five Towns index-number was fixed. In the cases of New South Wales, Victoria, and South Australia, the Court decided to extend the flat rate to all industries within the railway services (such as craftsmen in the metal and other trades), and to vary or modify the relevant awards or undertakings accordingly. In view of the financial position of Government transport services, the Court decided to remove the present restriction on State legislatures making reductions in the remuneration of employees covered by Federal awards, etc., to meet financial stringency, and made the following provision:—

"Notwithstanding anything in this award, the Commissioner may in or from the rates of pay prescribed herein, make reductions or deductions not greater than a statute now or at any time requires to be made generally in or from substantially similar rates of pay of employees of the State or of State instrumentalities."

(c) *Exemptions.* The following industries were exempted from the operation of the judgment until further consideration could be given to them, i.e., Fruitgrowing; Printing at Broken Hill; and the following cases in which cost of living adjustments have not applied—Municipal Employees; Bond Stores; Felt Hatters; Maltsters; Marine Stores; and Launceston Tramways.

(iv) *Periodical Adjustments.* The fixation and future adjustment of the new wage was transferred from the "D" Series of index-numbers to the "C" Series (Food, Groceries, Rent of 4 and 5-roomed Houses, Clothing and Miscellaneous Household Expenditure). The greater suitability of the latter series for the purpose had been urged on the Court by the various parties at different times, and was partly adopted by the Court in May, 1933, in connexion with the "D" Series. The "A" Series will, of course, continue to apply to those industries which were not suffering the full 10 per cent. reduction at the date of the judgment. Provision was also made that no adjustment of wages on account of cost of living would be made unless the amount of the change reached at least 2s. per week. The dates of adjustment were altered to the first pay period in the months of June, September, December and March.

(v) *Basis of New Wage.* The new wage adopted by the Court is to a large extent founded upon the amount of 84s. per week, declared by the New South Wales Board of Trade in August, 1925.* As this amount took into consideration the upward tendency of prices, which continued, the Commonwealth Court regarded that rate as applicable to the year 1926, and taking the fall in prices in Sydney since that date up to the 4th Quarter of 1933, as disclosed by the "All Items" index-numbers ("C" Series), the appropriate rate for Sydney was found to be 67s. per week. This rate was then equated to the "C" Series index-number for Sydney for the December Quarter, 1933, viz., 829, and the proportionate rate for 1,000 (the base of the Series) calculated as equal to 81s. per week. From the latter amount as base, a table of wages based on this Series was calculated in divisions of 1s.† per week (e.g., 994—1006=81s. per week), and the value of all other index-numbers ascertained from the table.

(vi) *Reasons for Judgment.*—On the question of the present general condition of industry, the Court stated in support of the amounts awarded by its judgment:—"There has undoubtedly been some improvement in the industrial position of the Commonwealth during the last year. The price of wool has substantially increased and there is a rise in some minor products, but our other substantial exports, wheat and butter, cannot realize payable prices abroad, and the dried and canned fruits export trade is meeting with such keen competition that its condition is perilous. The government finances of the States are still far from being in a satisfactory condition, chiefly because of railway deficits. It is not necessary to discuss in detail these conditions which are now matters of general public knowledge. The position may be summed up by saying that there is now an increase of confidence among the community resulting in freer expenditure and some increase of investment in industry, but that former prosperity is far from being restored. Unemployment, though decreasing, is still very great. As to the marketable production of the country, the material presented to the Court shows that there was a great fall of about 13.9 per cent. in 1929-30 compared with 1928-29. There was a further fall of 9 per cent. in the

* See New South Wales Industrial Gazette, No. 2, Vol. XXVIII., 1925, page 157.

† 1s. = 12, 345679 points.

following year. This remained about constant during the next twelve months. In 1932-33 compared with 1930-31 there has been an increase in production per head of population of about 10 per cent. With regard to the national income the fall between 1928-29 and 1931-32 exceeded 30 per cent. in terms of money. In real value this represented a fall of about 17 per cent. For 1932-33 compared with 1928-29 the fall in real value was about 12 per cent. showing much improvement. The latest available information shows an upward trend but the position is still precarious. The building industry is becoming busier. In certain cases, too, employers have voluntarily conceded some restoration of wage rates. The question the Court has to face is whether, putting the signs of recovery against the still unsatisfactory aspects of Australian finance and industry, it can hold that a change in wage rates such as is asked for will, on the whole, be beneficial to all concerned. That it is desirable to settle as far as may be possible the general level of real wages for some time to come must be conceded by all. People in whom the spirit of enterprise is reviving desire to be able to make their plans of expenditure with some certitude. Wage-earners for their part are in an analogous position. After giving the most serious consideration to the existing and the probable future state of industry in the Commonwealth, the Court has decided that the position permits of the fixation of an ordinary basic wage of the amounts hereinafter indicated and, subject to that fixation, that the 10 per cent. reduction shall cease to operate except in some industries which are now in a critical condition or in which other special circumstances exist justifying the continuance of the 10 per cent. reduction. They will be specified later.

“ At the present time, we have to estimate, as nearly as we can, what level of wages will promote the active exercise of spending power, and at the same time avoid chilling the now slightly-rewarmed industrial courage. Mr. Ronald Walker, of the Sydney University, whose book *Australia in the World Depression* was referred to during the hearing, while doubtful of the efficacy of the wage reductions made in Australia in 1931, at page 207 expresses the opinion that ‘ such wage reductions as were made in 1931 and especially the reduction of the New South Wales basic wage in August have aided the recovery.’ His discussion of the problem suggests that when industry is beginning to recover from a depression, an increase in the wage level may be dangerous, and that a wage cut then may be beneficial although possibly useless if made in the pit of the depression.

“ A wage-regulating tribunal has to be guided by the trend of unemployment, of prices of primary and secondary products, and of their relationship to each other. Particularly in Australia, which is so largely dependent upon its exports of primary products, the necessity of adjusting the costs of secondary industries so that their products will come within the purchasing capacity of the primary industries must not be forgotten. After the most exhaustive examination of all relevant considerations, at the best only an inexact estimate can be made of where the wage level should be at any particular time—the factors which tend to the desirable equipoise of profits, savings, and wages, are so numerous, fluctuating and incalculable.

“ This Court has tried to determine such a wage level as will be economically sound, for otherwise it will not be sustainable, and at the same time such a level as will give to the average family unit a standard of living which is the highest the present and likely income during the next few years of the Commonwealth can provide. It has been guided by experience of the working

of its own awards, and has also taken notice of the results of the investigations of State tribunals and boards. Moreover it has, when considering the severe fall in the income of the Commonwealth since 1929 and the consequent necessity of adapting wage levels to that fall, given due recognition to the fact that this Court's practice of adjusting the amount of the basic wage to fluctuations in retail prices, has rendered to the community during the recent calamitous industrial crisis the very valuable service of making a large part of the required adaption automatically."

(vii) *The Family Unit.*—The judgment discusses at some length the question of the propriety of identifying a typical family unit with the wage adopted. Hitherto the Court had regarded its basic wage as appropriate to the requirements of a unit of "about five persons," consisting of a man, wife, and three dependent children, but in point of actual fact the average number of children per adult male is about one, while for married adult workers it is 1.8. The Court emphasizes the point of view, however, that the deciding factor is what industry in all its primary, secondary, or ancillary forms can pay to the average employee, and that irrespective of what family units have been laid down for or adopted by Industrial Tribunals, the amounts actually paid have been governed by this consideration. The Court stated, however, that in view of the absence of clear means of measuring the general wage-paying capacity of total industry, the actual wage upon which well-situated labourers are at the time maintaining the average family unit could justifiably be taken as a criterion of what industry can probably pay to all labourers. The Court considered that Mr. Justice Higgins had very wisely used this criterion in the 1907 "Harvester" case, and that there was sound economic warranty for the ascertainment of the real family unit, and the cost of providing something like the standard which families of well-employed labourers had already reached; and that if the real family unit were departed from, or a standard sought for the likely maintenance of which experience gave no reason to hope, then an unrealizable wage level may be ordained. It would appear, therefore, that although not identifying its wage with a specific family unit, the remarks of the Court lead to the conclusion that the wage declared was arrived at partly because in its opinion the material before it suggested that the amount would be sufficient to meet the requirements of a man, wife, and two children, representing the average family responsibility of the married adult worker.

(viii) *Rate for Females.*—The Court stated that it did not think it desirable, at any rate at the present time, to declare any wage as a basic wage for females, and continued the proportions in each existing award of the minimum wage for females to that for males—generally in the vicinity of 52 per cent. of the adult male rate.

(ix) *Minority Judgment.*—In his minority judgment, Judge Beeby expressed the opinion that although the economic position was much better than twelve months ago, recovery was not sufficient or permanent enough to justify the belief that the Commonwealth can get back to pre-depression standards; that 20 per cent. of the population was still unemployed; that the prices offering for our primary products were lower than those of 1931, and the difficulties of finding markets for our surpluses had increased; that prices offering for our base metals are barely sufficient to meet costs of production; that we are not entitled to assume that the remarkable recovery of wool prices is permanent; that budgetary deficits are still piling up, and the floating debt and consequent interest charges steadily increasing. He stated that the foregoing did not preclude consideration of whether and to what extent the Court's drastic cut in real wages should be

modified in the light of substantial economic recovery, nor an examination made of the results of the Court's original order. He analysed the distribution of the products of industry as disclosed by manufacturing statistics which showed that since 1927-28 the proportions going to employers and workers had changed from 45.42 and 54.58 to 49.81 and 50.19 in favour of the employer, and considered that this decline of 4.39 per cent. in the share accruing to the worker called for complete re-examination of the whole theory and methods of wage fixation. He considered that wages should be related to production. He expressed doubt as to whether the reduction of the real wages of a section of the workers materially contributed to the partial recovery of last year, and considered that such transfer of spending power is not conducive to recovery unless it be part of a planned scheme of reorganization which guarantees that the transferred amount is either spent immediately on commodities or reinvested in labour-employing concerns. He reviewed the steps taken in other countries towards economic reconstruction to show that the universal trend of economic thought from low wage to high wage theories and to shortening working hours should be considered by a Court exercising quasi-legislative functions. He considered that the rates awarded by the majority judgment were not commensurate with the degree of economic recovery, and that the following should be the amounts for the towns shown, viz. :—

	£	s.	d.		£	s.	d.
Sydney ..	3	9	0	Perth ..	3	5	0
Melbourne ..	3	5	6	Hobart ..	3	6	0
Brisbane ..	3	5	0	Launceston ..	3	3	6
Adelaide ..	3	3	0	Six Capitals ..	3	6	0

He considered that the "All Items" index-numbers should be used for the future adjustment of wages, but the rates recommended were not proportionate to the "All Items" index-numbers, taking the rate for Sydney as base, but were arrived at after consideration of all prevailing circumstances, and that with these rates there should be corresponding adjustments for provincial towns. In other respects he agreed with the majority judgment.

(x) *Current Rates.*—The basic rate of wage ruling in the various Capital cities on 1st June, 1936, under awards of the Commonwealth Arbitration Court are as follows :—

City.	Basic Wage.	
	s.	d.
Sydney	70	0
Melbourne	66	0
Brisbane	64	0
Adelaide	67	0
Perth	68	0
Hobart	69	0
Six Capitals	68	0

3. State Basic Wages.—(i) *New South Wales.*—The first determination under the New South Wales Industrial Arbitration Act of a standard "living" wage for adult male employees was made on the 16th February, 1914, when the Court of Industrial Arbitration fixed the "living" wage at £2 8s. per week for adult male employees in the metropolitan area. The Court, however, indicated to Industrial Boards that in view of the prosperous condition of industry they should fix the "living" wage at 8s. 6d. per day. Determinations of the "living" wage in New South Wales were made by the Court

of Industrial Arbitration during the period 1914 to 1916. The rates declared on the 18th August, 1916, for adult males were £2 15s. 6d. per week for future awards, and £2 14s. per week for existing awards. The Board of Trade was established in 1918, and was empowered to determine the "living" wage for adult male and female employees in the State. The first declaration by this body was made on 5th September, 1918, when the rate for adult male employees in Sydney and suburbs was declared at £3 per week, while the rate for female employees was declared at £1 10s. on 17th December, 1918. The Board of Trade made numerous declarations during the period 1918 to 1925, but ceased to function after the Industrial Arbitration (Amendment) Act 1926 established the Industrial Commission of New South Wales which exercised the powers of the Board of Trade as from 15th April, 1926. The Industrial Arbitration (Amendment) Act No. 45, 1927, altered the constitution of the Industrial Commission from a single Commissioner to one consisting of three members.

The first declaration of the Commission was made on 15th December, 1926, when the rate for adult males was fixed at £4 4s. per week, the same rate as previously declared by the Board of Trade. On the 27th June, 1927, the rate for adult males (except rural employees) was declared at £4 5s. per week, and for adult females at £2 6s. per week. The weekly rate for adult rural employees was declared on the 20th July, 1927, at £4 4s., and this wage remained in force until December, 1929. Under the provisions of Industrial Arbitration (Amendment) Act No. 41 of 1929, any declaration of a "living" wage made after the commencement of the amended Act did not extend to employees in rural industries. The next declaration of the Commission was issued on the 20th December, 1929, when the rate for adult male workers was fixed at £4 2s. 6d. per week, and for adult female workers at £2 4s. 6d. per week. The adult male rate was determined on the family unit of a man, wife and one child. The President dissented from the other two Commissioners and presented a separate judgment. These pronouncements are published in the *New South Wales Industrial Gazette*, Vol. XXXVI., No. 6, and deal exhaustively with matters relating to basic wages. The "living" wage determined by the Industrial Commission in 1929 remained in operation until the 26th August, 1932, when a "living" wage was declared for adult male workers at £3 10s. per week, and for adult female workers at £1 18s. per week. The wage was revised at six-monthly intervals (in the months of April and October), the present rates applicable from 1st November, 1936, being £3 10s. for males and £1 18s. for females.

A special inquiry into a new Basic Wage was commenced by the Industrial Commission on 1st April, 1935, the opening sittings being devoted to the female wage. The inquiry was made at the instance of the New South Wales Public Service Association whose claim amounted to between £5 and £6 per week. The declaration was finally made on 24th April, 1936, and provided £3 9s. for males, and £1 15s. 6d. for females. Strong protests made to the Government against the reduction in the female rate resulted in an amendment of the Industrial Arbitration Acts, providing for the female rate to be 54 per cent. of the male rate or £1 17s. 6d. retrospectively as from the date of operation of the original declaration.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age is operative in New South Wales, and a resumé of the main features of the system appears in Section 5 of this article.

(ii) *Victoria*.—Up to October, 1934, there was no basic wage fixed by any State authority in Victoria, but the Wages Boards followed the rates of the Federal Court to a large extent, and also made similar periodical adjustments to cost of living variations. With the passing of The Factories

and Shops Acts, Nos. 4,275 of 1934 (proclaimed to come into operation on 17th October, 1934) and 4461 of 1936, it is now obligatory on all Wages Boards to adopt Federal Award rates and conditions "so far as the provisions of such award are not in conflict with the provisions of State law". The Act further provides for the Secretary for Labour making adjustments of wages according to cost of living index-numbers without calling the Boards together for the purpose.

(iii) *Queensland*.—The Industrial Conciliation and Arbitration Act (No. 28) of 1929, repealed the Industrial Arbitration Act 1916, and amendments thereof, and the Basic Wage Act of 1925. The Board of Trade and Arbitration was abolished, and a Court, called the Industrial Court, was established. The Act provides that it shall be the duty of the Court to make declarations as to—(a) the "basic" wage, and (b) the maximum weekly hours to be worked in industry (called the "standard" hours). For the purposes of making any such declarations the Court shall be constituted by the Judge and the two Conciliation Commissioners.

The main provisions to be observed by the Court when determining the "basic" wage are—(a) the minimum wage of an adult male employee shall be not less than is sufficient to maintain a well-conducted employee of average health, strength and competence, and his wife and a family of three children in a fair and average standard of comfort, having regard to the conditions of living prevailing among employees in the calling in respect of which such minimum wage is fixed, and provided that the earnings of the children or wife of such employee shall not be taken into account; (b) the minimum wage of an adult female employee shall be not less than is sufficient to enable her to support herself in a fair and average standard of comfort, having regard to the nature of her duties and to the conditions of living prevailing among female employees in the calling in respect of which such minimum wage is fixed. The Court shall, in the matter of making declarations in regard to the "basic" wage or "standard" hours, take into consideration the probable economic effect of such declaration in relation to the community in general, and the probable economic effect thereof upon industry or any industry or industries concerned.

The first formal declaration by the Industrial Arbitration Court in this State of a minimum wage was gazetted on 24th February, 1921, when the basic rates of wage in industries of average prosperity were determined to be—in Brisbane and Rockhampton, £4 5s. per week for adult males, and £2 3s. per week for adult females; in Townsville, £4 15s. for adult males, and £2 8s. for adult females. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the "basic" or "living" wage. The basic rates for Brisbane were reduced by the Court as from 1st March, 1922, to £4 per week for adult males, and £2 1s. per week for adult females. On 28th September, 1925, these rates were increased to £4 5s. per week and £2 3s. per week respectively. Two reductions in the "basic" wage were made in 1930. On the 1st August the rate for adult male employees was reduced to £4 per week, and on the 1st December to £3 17s. The rates for adult females at these dates were fixed at £2 1s. and £1 19s. 6d. per week respectively. A further reduction of the basic rates was gazetted in 1931, the rates fixed as from the 1st July, 1931, being £3 14s. for adult males and £1 19s. for adult females. The last revision of the basic wage was made by the Industrial Court in February, 1933, when it was decided to make no alteration in the rates fixed as from 1st July, 1931, viz. :—74s. per week for adult male employees, and 39s. per week for adult female employees. The Court was unanimous in making no change at present after fully traversing the three main factors by which the Court has been guided since the basic wage was first fixed in

1921, i.e., Interstate Competition; Productivity; Unemployment. As regards the first, if the New South Wales basic wage inclusive of child endowment be taken as £3 11s. 6d., the reduction to that amount would be only 2s. 6d. per week, whereas the Court has never made a reduction of under 3s. per week. As regards the second (Productivity), the percentage drop between 1928-29 and 1930-31 is less than that of wages, and as figures for 1931-32 are not available, there is no evidence that the drop in values has since overtaken or exceeds the drop in wages. As regards Unemployment, it would appear that Queensland's position is by far the best in Australia, and notwithstanding sweeping reductions in wages in other States, the Court would hesitate to say that a reduction of the basic wage would increase employment. As regards the cost of living check, the Court expressed doubt as to whether the reductions shown by the index-numbers of the Commonwealth Bureau were entirely conclusive, in view of the change of regimen made in 1932. These rates were in operation at the end of June, 1936. The declarations of the Industrial Court are published in the Queensland Industrial Gazette.

(iv) *South Australia*.—The Industrial Code 1920, provides that the Board of Industry shall, after public inquiry as to the increase or decrease in the average cost of living, declare the "living" wage to be paid to adult male employees and to adult female employees. The Board has power also to fix different rates to be paid in different defined areas.

It is provided that the Board of Industry shall hold an inquiry for the purpose of declaring the "living" wage wherever a substantial change in the cost of living or any other circumstance has, in the opinion of the Board, rendered it just and expedient to review the question of the "living" wage, but a new determination cannot be made by the Board until the expiration of at least six months from the date of its previous determination.

The Board of Industry consists of five members, one nominated by the Minister for Industry, two nominated by the South Australian Employers' Federation as representatives of employers, and two nominated by the United Trades and Labour Council of South Australia as representatives of employees. The member nominated by the Minister is President and presides at all meetings of the Board.

According to the Industrial Acts 1920-1935, "living wage" means a sum sufficient for the normal and reasonable needs of the average employee living in the locality where the work under consideration is done or is to be done.

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

The first declaration of the "living" wage was made by the Board of Industry on the 15th July, 1921, when the "living" wage for adult male employees in the metropolitan area was determined at £3 19s. 6d. per week. The "living" wage for adult female employees in the same area was declared on the 11th August, 1921, at £1 15s. per week.

The Board of Industry made declarations of "living" wages in 1922, 1923, 1924 and 1925. The rates declared in 1925 were—£4 5s. 6d. per week for adult male employees, and £1 19s. 6d. for adult female employees. These rates were not altered until the year 1930.

On the 11th October, 1930, the Board of Industry declared the "living" wage for adult male employees in the metropolitan area at 12s. 6d. per day, or £3 15s. per week, and on the 22nd December, 1930, the rate for adult female employees was declared at £1 15s. per week. The above rates are those determined by the majority of the Board of Industry. In each case a

minority report was issued. The reports of the Board of Industry bearing on these declarations were published in Bulletin No. 8 issued by the Department of Industry, South Australia. The Board of Industry, on the 17th August, 1931, declared the basic rate for adult male workers at £3 3s. per week, and, on the 4th December, 1931, declared the rate for adult female workers at £1 11s. 6d. per week. A review of the "living" wage was made by the Board of Industry in 1933 at the instance of the employers, but in its report dated 12th April, the Board recommended that no change be made in existing rates for the metropolitan area, fixed on 17th August, 1931, viz., for adult males 10s. 6d. per day or £3 3s. per week, and for females £1 11s. 6d. per week. A minority report was submitted by the representatives of the Employers on the Board objecting to the finding, chiefly on the grounds that decreased cost of living had been disregarded; that the economic outlook had not definitely improved; and that the effect of the finding would be to raise the standard of living to what the Board thought appropriate in 1930 and 1931, and superior to that prescribed by the Board in the prosperous year of 1925. These rates remained in force until they were superseded by the declaration of the Board of Industry, of 11s. per day or £3 6s. per week for adult males, and £1 13s. per week for females, operative from 7th November, 1935, in the case of males and from 16th January, 1936, in the case of females. The rates applicable as from 7th January, 1937, are £3 9s. 6d. for males and £1 13s. for females.

(v) *Western Australia*.—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1930, determines and declares the "basic" wage in this State. The Court consists of three members appointed by the Governor, one on the recommendation of the industrial unions of employers, one on the recommendation of the industrial unions of employees, while the third member is a Judge of the Supreme Court. The last mentioned member is the President of the Court.

The Industrial Arbitration Act 1912-1934 provides that, before the 14th June in every year, the Court, of its own motion, shall determine and declare—(a) a "basic" wage operating from the 1st July of each year, to be paid to male and female workers; and (b) wherever and whenever necessary, differential basic rates to be paid in special or defined areas of the State.

The expression "basic" wage means a sum sufficient to enable the average worker to whom it applies to live in reasonable comfort, having regard to any domestic obligation to which such average worker would be ordinarily subject. The family unit is not specifically defined in the Act, but it has been the practice of the Court to take as a basis of its calculations—a man, his wife and two dependent children.

Provision is made in the Industrial Arbitration (Amendment) Act of 1930 for quarterly adjustments of the "basic" wage by the Court of Arbitration when the official statement supplied to the Court by the State Government Statistician relating to the cost of living shows that a variation of 1s. or more per week has occurred, compared with the preceding quarter. These adjustments apply from the dates of declaration by the Court.

The first declaration of the "basic" wage by the Court of Arbitration since the authority to fix same was vested in the Court by the Industrial Arbitration Act of 1925 was made on the 11th June, 1926, when the rate for adult male employees was determined at £4 5s. per week, and for adult female employees at £2 5s. 11d. per week. These rates remained in force until the declaration of the 5th June, 1929, when the rate for adult males was increased to £4 7s. per week, and for adult females to £2 7s. per week. These rates applied to the State with the exception of the gold-fields area where the rates were £4 5s. for adult male employees, and £2 5s. 11d. for adult female

employees. The Court of Arbitration on the 10th June, 1930, revised the basic rates and fixed the rates as from 1st July, 1930, at £4 6s. per week for adult males and £2 6s. 5d. for adult females in the Metropolitan area, and at £4 5s. and £2 5s. 11d. respectively in other parts of the State. On 3rd March, 1931, these rates were reduced to £3 18s. and £2 2s. 2d. in the Metropolitan area, and £3 17s. and £2 1s. 8d. in other parts of the State. A declaration on the 10th June continued the basic rates previously declared. On the 18th August the Court issued a declaration determining the "basic" wages for the agricultural area, that is for the South-West Land Division, excluding the Metropolitan area, at £3 16s. per week for adult males, and at £2 1s. per week for adult females. The rates for the Metropolitan area and for other parts of the State were not changed.

A declaration on the 5th November, 1931, adjusted the rates as follow:—Metropolitan area—adult males, £3 13s. 6d. per week; adult females, £1 19s. 8d. per week; South West Land Division—adult males, £3 14s. 6d. per week; adult females, £2 0s. 3d. per week. The "basic" wage in other parts of the State remained as previously declared, viz.:—£3 17s. per week for adult males, and £2 1s. 8d. per week for adult females.

On the 29th February, 1932, the Court declared the basic rates for the Metropolitan area at £3 12s. per week for adult males, and at £1 18s. 11d. per week for adult females. For all other portions of the State the "basic" wage remained at the rates previously declared. These rates were reduced to £3 10s. and £1 18s. 1d. on the 2nd November, 1932; to £3 9s. and £1 17s. 3d. on the 28th February, 1933; and to £3 8s. and £1 16s. 9d. on the 13th June, 1933. On the 3rd August the rates were increased to £3 9s. 3d. and £1 17s. 5d. respectively, representing the first increase in the basic wage in the State since 1st July, 1929. These rates were repeated by the Court's declaration of 1st May, 1934, and as from 1st July, 1935, the rates were raised to £3 10s. 6d. for males, and £1 18s. 1d. for females, and from 12th August, 1936, to £3 12s. for males and £1 18s. 11d. for females. The rates applicable from 16th November, 1936, are £3 13s. 9d. for males and £1 19s. 10d. for females.

The rates for country areas from 1st July, 1935, are set out in the footnote to the table in paragraph (vii).

(vi) *Tasmania*.—There is no State basic wage fixed by any State authority in Tasmania, but Wages Boards follow, to a large extent, the rates of the Federal Court and adjust wages in accordance with variations in retail price index numbers.

(vii) *Rates Prescribed*.—The "basic" wage rates of State industrial tribunals are shown in the following table:—

Basic Weekly Wage Rates fixed by State Industrial Tribunals.

State.	" Basic " Wage.		Date of Operation.	Family Unit (for Male Rate).
	Males.	Females.		
New South Wales ..	£ s. d. (a) 3 10 0	£ s. d. 1 18 0	1. 11. 36	Man, wife, and child
Victoria	(b)	(b)	(b)	(b)
Queensland	3 14 0	1 19 0	1. 7. 31	Man, wife, and three children
South Australia ..	(c) 3 9 6	(d) 1 13 0	..	" " " "
Western Australia ..	(e) 3 13 9	1 19 10	16. 11. 36	" " " two "
Tasmania	(b)	(b)	(b)	(b)

(a) Plus child allowances

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

(c) Operative from 7th January, 1937.

(d) Operative from 16th January, 1936

(e) Metropolitan area. " Basic " wage for country districts (including gold-fields areas), excepting the S.W. Land Division—males, £3 7s. 0d.; females, £2 7s. 0d. Agricultural Areas and S.W. Land Division—males, £3 4s. 3d.; females, £2 0s. 4d.

4. Royal Commission on Basic Wage, 1920.—The Commonwealth Government appointed a Royal Commission in 1919 to inquire into the actual cost of living at that time, according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household, for a man, wife and three children under fourteen years of age. The Commission made inquiries in each State, 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.

5. Child Endowment.—(i) *General.*—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age became prominent in Australia in recent years, and is in operation in certain instances.

(ii) *The New South Wales Scheme.*—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the session of 1926-27, when Acts, which have been amended during subsequent years, providing for the payment of child allowances were enacted. Prior to December, 1929, the Act provided for (a) the declaration of a basic wage, and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances were to be paid only to the extent by which the total earnings of the worker and his family fell short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child. The amending Act, assented to on the 23rd December, 1929, provides that, subject to the last-mentioned provision, child endowment shall be 5s. per week for each child except one in the family. Payments of child allowances in New South Wales were made from a fund created by a levy on the total amount of wages paid by employers. The rate of tax to be collected by the Government from employers during 1930 was fixed at 1 per cent. From the 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £ on all wages above £3 per week. The amount

* The "Harvester" equivalent for Melbourne as 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.

of levy collected during 1932-33 was £2,409,034, and £2,105,659 was paid away in allowances to 63,072 families. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from Consolidated Revenue.

(iii) *Commonwealth Public Service.*—The first payment of child endowment allowances in Australia was in connexion with the Commonwealth Public Service, and was made from 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limit of £400 per annum by way of salary plus allowance. As the result of proceedings before the Public Service Arbitrator in 1923, this allowance was confirmed as a permanent payment to officers, and the necessary fund to meet it was created by deducting the average value of the payment from the basic wage of all adult officers, so that the officers are themselves providing the fund from which the allowance is paid. The deduction was originally £11 per annum, but is now £12. The payment of the allowance in the Service is now limited to officers receiving from salary and allowance an amount not greater than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in Labour Report No. 17, and later Reports.

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

1. *General.*—The collection of information regarding industrial disputes (strikes and lockouts) in Australia was initiated by this Bureau at the beginning of the year 1913, and particulars relating thereto, for the first complete year, were published in Labour Report No. 5, Section XI. An examination of official reports, newspapers, and other publications showed, however, that there was insufficient material for the compilation of complete information for years prior to 1913.

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 24 while particulars for the year 1935 are furnished in the present Report.

2. *Industrial Disputes in Industrial Groups, 1935.*—The following table deals with industrial disputes involving stoppage of work during the year 1935 in industrial groups. A list of the 14 groups included in the classification will be found in the preface.

The number of industrial disputes recorded during 1935 was 183, as compared with 155 during the previous year. In New South Wales 133 disputes occurred, 97 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1935 amounted to 495,124 for all disputes in Australia, as compared with 370,386 working days lost during 1934. The estimated loss of wages was £390,596 in 1935, as compared with £317,859 for the year 1934.

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