

CHAPTER III.—WAGES.

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

1. **General.**—Particulars regarding operations under the Commonwealth and 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 is a list of all the Acts at present in force to regulate rates of wage, hours of labour, and working conditions generally in both Commonwealth and State jurisdictions:—

COMMONWEALTH.

Commonwealth Conciliation and Arbitration Act 1904-1934.

Arbitration (Public Service) Act 1911-1929.

Industrial Board Ordinance, 1922-1936 (Australian Capital Territory).

STATES.

New South Wales .. Industrial Arbitration Act 1912-1937.

Victoria .. Factories and Shops Act 1928-1936.

Queensland .. Industrial Conciliation and Arbitration Act 1932-1937.

South Australia .. The Industrial Code 1920-1936.

Western Australia .. Industrial Arbitration Act 1912-1937.

Tasmania .. Wages Board Act 1920-1937.

3. **Methods of Administration.**—(i) **COMMONWEALTH.**—The Commonwealth authority consists of the Commonwealth Court of Conciliation and Arbitration, consisting of a Chief Judge and four* other Judges; Conciliation Commissioners not exceeding three in number; and Conciliation Committees† for particular industries. The Commonwealth Act provides that, where a State Award or Determination is inconsistent with an award issued by the Commonwealth Authority, the latter shall prevail. The Commonwealth Court can also restrain a State authority from proceeding in a matter already covered, or being dealt with, by the Commonwealth Authority. The Commonwealth 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 of arbitration 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. From 1920, however, the control was transferred to the Arbitrator, who was appointed by the Government for a term of seven years, and who need not necessarily have legal qualifications. 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 particular industries. The latter two authorities may make awards binding on industries, but an appeal to the Industrial Commission may be made

* One judge has been acting in Bankruptcy jurisdiction for several years.

† Held by the High Court in 1930 to be invalid.

against any award. Compulsory control commenced 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 Commissioners. 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 1933 to 1937.

Awards and Determinations Made and Industrial Agreements Filed.

State.	1933.		1934.		1935.		1936.		1937.	
	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	30	24	55	22	44	31	52	39	63	42
Victoria	138	..	90	..	101	..	141	..	121	..
Queensland	55	21	32	25	46	22	61	37	46	42
South Australia	16	..	19	3	56	9	22	17	42	16
Western Australia	10	9	12	11	17	24	24	26	35	32
Tasmania	0	0	7	1	18	..	22	..	43	..
Commonwealth Court	8	3	24	1	69	13	32	13	36	11
Commonwealth Public Service Arbitrator	1	..	..	..	4	..	2	..	3	..
Total	267	64	239	66	368	99	356	132	391	143

The figures in the above table exclude 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 1,717 in 1937 compared with 1,052 in 1936, and were distributed as follows:—New South Wales, 1,024; Commonwealth Court, 229; Queensland, 334; South Australia, 103; Western Australia, 8, and the Commonwealth Public Service Arbitrator, 19. 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 1937 numbered 143, of which 132 were filed under the provisions of the State Industrial Acts in New South Wales, Queensland, South Australia, Western Australia and Tasmania, and 11 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 extension of the principle of the fixation of legal minimum and marginal rates of wages 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, 1937, was 1,608, and the industrial agreements filed at the same date numbered 806. Including the operations under the Commonwealth Arbitration Acts the number of awards or determinations and industrial agreements in force increased by 1,033 and 405 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 23 (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 rescinded occasion some difficulty when the compilation of a list of awards, determinations and agreements actually operative is undertaken, as the specified periods in many cases have expired. This difficulty applies not

only to State awards and determinations but also to awards of the Commonwealth Court. Awards, determinations and industrial agreements regarding which definite information as to supersession or rescission is not readily ascertainable are included in these records; but, in cases where it could be definitely claimed that an award, determination or agreement was out of date and the terms were not actually in operation, they have not been included in the records as at 31st December, 1937.

The above account may be accepted as a brief explanation in general terms of the currency of awards and agreements. There are 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	573	522	1,181	607
" " 1933	655	581	1,363	653
" " 1934	655	581	1,403	689
" " 1935	660	583	1,435	709
" " 1936	660	583	1,452	767
" " 1937	660	583	1,608	806

(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 1937 :—

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
	{ 1937 .. ..	..	..	(a) 319	189	..	76	19	57	660
Boards which have made determinations	{ 1913 .. ..	..	..	123	123	74	..	47	10	386
	{ 1937 .. ..	..	..	(b) 279	167	..	65	17	55	583
Awards and Determina- tions— In force	{ 1913	17	..	265	127	73	54	18	21	575
	{ 1937	204	48	532	179	302	113	170	60	1,608
Industrial Agreements— In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1937	167	..	140	..	264	40	185	10	806
Commonwealth Court Awards— Number in force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1937 .. ..	..	..	147	156	48	118	45	91	..
Commonwealth Agree- ments— Number in force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1937 .. ..	..	..	41	77	27	95	41	77	..
Commonwealth Public Service Arbitrator— Number of Deter- minations in force in each State ..	1937 .. ..	..	..	42	38	32	35	32	31	..

(a) Under Industrial Arbitration Act 1926, Conciliation Committees have been appointed, and at the end of 1937, 303 Committees were in operation. (b) Two awards of Demarcation Boards.

6. New Legislation and Special Reports.—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 1937 :—

(i) *Commonwealth Conciliation and Arbitration Court.*—The number of awards made by the Commonwealth Court during 1937 was 38, and 11 industrial agreements were filed under the provisions of the Act. Among the industries and occupations for which awards were made during the year were :—Saddlery and leather workers, all States excepting Western Australia ; printing trades, New South Wales, Victoria, South Australia and Tasmania ; builders' labourers, New South Wales, Victoria, South Australia and Tasmania ; boot trade, all States except Western Australia ; radio employees, all States ; gas workers, New South Wales, Victoria, South Australia and Tasmania ; timber workers, New South Wales, Victoria, South Australia and Tasmania ; textile workers, all States except Western Australia ; journalists, all States ; trustee officers, Victoria ; banking, Victoria and Tasmania ; radio telegraphists, all States.

Industrial agreements covering the undermentioned occupations were also made during the year :—Professional radio employees, New South Wales ; marine stewards, all States ; broadcasting, New South Wales and Queensland ; mining, Tasmania ; banking, Victoria and Tasmania ; and engineering in Victoria and 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. 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 appeared on p. 76 of Report No. 26.

In May, 1937, the Court heard a claim by the combined unions for an increase in the basic wage, full details of which will be found on page 77 of this Report. No legislation of industrial interest was passed during the year 1937 by the Commonwealth Parliament.

(ii) *New South Wales.*—During the year 1937 the number of Conciliation Committees established under the Industrial Act of 1926 was 16, the number which expired, were dissolved or were no longer operative was 8, and at the end of the year 303 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 30, by Conciliation Committees, 23, and by Apprenticeship Councils, 10. The number of subsidiary awards and variations issued during the year was 1,024, of which

59 were made by the Industrial Commission, 121 by Conciliation Committees, 2 by Apprenticeship Councils and 842 by the Industrial Registrar. The number of principal awards in force at the end of the year was 532, and at the same date 140 industrial agreements were in force.

Declarations of the Basic Wage made by the Industrial Commission will be found on page 88.

Legislation passed included the following:—Industrial Arbitration (Amendment) Act No. 9, 1937; Industrial Arbitration (Eight Hours) Amendment Act No. 11, 1937; Housing (Further Provisions) Act No. 27, 1937.

(iii) *Victoria*.—Wages Boards made 122 determinations during the year, the number including determinations which were reviewed more than once during the twelve months. At 31st December, 1937, 179 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 taken that the weekly hours throughout determinations range from a maximum of 48 to a minimum of 44.

An amendment of the Factories and Shops Act (No. 446r of 1936) provided *inter alia* for the incorporation in all determinations of Wages Boards, so far as they do 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 42, and variations of awards numbered 334. At the end of the year, 302 awards and 264 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. Further revisions were made in March, 1937, and March, 1938, for particulars of which see page 90.

Industrial legislation passed during the year was as follows:—Industrial Conciliation and Arbitration Acts Amendment Act of 1937; Wages Act Amendment Act of 1937.

(v) *South Australia*.—The Industrial Court made seven awards, and 35 determinations were made by Industrial Boards during the year. Seventeen industrial agreements were also filed. The number of awards and determinations varied by the Court or Industrial Boards was 103.

At the end of the year 113 awards and determinations and 40 industrial agreements were in force.

Particulars of variations in the "Living Wage" determined by the Board of Industry will be found on page 91.

No legislation of industrial interest was passed in 1937.

(vi) *Western Australia*.—During the year, the Industrial Court made thirty-five awards, and nine awards were made by various industrial Boards. Thirty-two industrial agreements were filed under the provisions of the

State Act during 1937. Eight awards and one industrial agreement were varied. At the end of the year there were 170 awards and 185 agreements in force.

Declarations of the basic wage were made by the Industrial Court on 1st March, 1st July, 26th July, and 29th October, 1937, for particulars of which see page 92.

Legislation of industrial interest passed during 1937 comprised the Industrial Arbitration Act Amendment Act (No. 2), 1937; Housing Trust Act Amendment Act 1937; and the Factories and Shops Act Amendment Act, 1937.

(vii) *Tasmania*.—During the year, Wages Boards made forty-three determinations, but no industrial agreement under the State Act was filed. The determinations made covered employees engaged in the following industries and callings:—Builders and painters; clothing trades; quarrymen; cement trades; timber trade; furniture trade; bootmakers; jam-makers; printers; and bakers.

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 foundries; 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 60 determinations and 10 industrial agreements filed under the State Act were in force.

The only Act of industrial interest passed during the year under review was the Wages Boards Act, 1937.

(viii) *Commonwealth Public Service Arbitrator*.—During 1937, the Arbitrator made two new determinations and 17 existing determinations were varied.

(ix) *Australian Capital Territory*.—The regulation of industrial matters in the Territory commenced in the year 1922. Ordinance No. 2 of 1922, gazetted 20th April, 1922, made provision for an Industrial Board with power to fix rates of pay, hours and other conditions of employment in respect of workmen engaged upon Commonwealth works in the Territory. The Board was composed of a Chairman and two other members. The first award of the Board was issued in the *Gazette* dated 2nd June, 1922, and applied to surface labourers, engine drivers, pipelayers, underground labourers and tradesmen engaged in building trades. It was binding, from 1st May, 1922, upon the Commonwealth Government and/or any contractor employed by it, and/or any employer* employing the classes of labour mentioned in the Award. The rate of pay for an unskilled labourer was fixed by this Award at £4 5s. per week. Ordinance No. 2 of 1925, gazetted 11th June, 1925, provided for the appointment of a Chairman and four other members. One member was a representative of the Federal Capital Commission, the other three constituted a panel representative of the workmen. The Ordinance provided that the Board when meeting to exercise its powers should be constituted from time to time by three members, the Chairman, the member

* In practice, however, this was interpreted to mean only employers doing work for the Government.

representative of the Commission, and the member representing the workmen chosen from the panel according to the class of trade or industry affected by the matters under the Board's consideration.

The original Award was varied at intervals by Awards made from time to time providing for additional classes of workmen and varying rates of pay, conditions, etc., until, by an Award of 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 Award 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 Determination 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, to 85s. 6d. from 1st July, 1936, to 86s. 6d. from 1st November, 1937, to 87s. 6d. from 1st February, 1938, and to 89s. 6d. from 1st May, 1938—the rate ruling at present. Provision for the automatic adjustment of wages according to the retail price variations shown by the "A" Series Index Numbers was made in the Determination operative from 1st July, 1936.

By an amendment of the Industrial Board Ordinance, gazetted on the 24th February, 1932, the Board was 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 from a panel of three according to the matter in respect of which the Board was exercising its powers. In accordance with the Industrial Board Ordinance 1936-38 the Board now consists of a Chairman and four members and is constituted from time to time as follows:—

- (a) Where the matter for determination is one affecting Commonwealth employees and private employees—the Chairman and the four other members;
- (b) Where the matter for determination is one affecting Commonwealth employees—the Chairman, the member representing the Commonwealth, the member representing the Commonwealth employees; and where the matter for determination is one affecting private employees—the Chairman, the member representing the private employers and the member representing the private employees; provided that where the matter for determination is—
 - (i) the making of a common rule; or
 - (ii) the determination or variation of the basic wage or standard hours of work;

the Chairman, may, at any stage of the proceedings, order that matter be referred to the full Board for Determination.

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. The Industrial Board Ordinance 1936-1938 makes provision also for the registration of an organization for the purposes of the Ordinance, upon application to the Attorney-General.

The Minister of any Department of State, the Public Service Board, and any organization as defined by the Industrial Board 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.

Provision was originally made only for the regulation by the Industrial Board of the wages and working conditions of government employees, and for those working on Government contracts. By an amending Ordinance, dated 9th April, 1936, workers in outside industry were similarly brought under the control of the Board and Determinations have since been made covering the majority of occupations in private enterprise.

§ 2. Rates of Wage and Hours of Labour.

I. 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 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 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. In many instances, however, the wages were based on daily or hourly rates, since in many industries and occupations in which employment is casual or intermittent wages are so fixed; 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 specific occupations. Rates of wage were not of course available for each of these occupations in every State but the aggregate collection for the six States amounted 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 as a whole. The average rate of wage for each industrial group was computed by taking the arithmetical average† of the rates of wage payable for all classified occupations

* The adopted classification of industries is shown on page 11.

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

within that group. It is not claimed that the results obtained by this method are precisely correct, but, owing to the difficulty in the past 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 considerable amount of information as to the number of persons engaged in different industries and occupations was available from the 1911 and 1921 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 and determinations. 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 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 respect of 930 specific occupations and the aggregate collection for the six States amounted to 4,228 adult occupations (3,919 male, and 309 female). The 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 between States 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 different 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 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 the several 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.

An investigation is at present in progress with a view to improving the weighting system used in these computations.

2. **Adult Male Weekly Wages—States, 1914–1937.**—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, 1937 for a full week's work in each State and for Australia. Index-numbers are also given for each State with the average for Australia for the year 1911 as base (= 1,000) :—

Wage Rates—Adult Males.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work and Index-numbers of Wage Rates.

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	55 11	54 4	52 10	54 4	62 9	52 7	53 3
31st December, 1914	56 2	54 7	53 5	51 5	62 10	52 8	55 7
30th September, 1929	103 6	101 1	101 4	97 5	100 8	91 7	801 5
31st December, 1930	99 1	96 11	92 5	92 8	99 7	97 1	96 9
31st December, 1931	93 5	32 2	89 0	75 0	84 1	79 9	86 10
31st December, 1932	84 11	77 10	88 5	72 7	81 9	78 0	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 December, 1935	84 2	79 9	83 5	77 11	84 2	81 0	82 10
31st December, 1936	85 6	83 1	88 7	79 6	88 6	83 3	84 10
31st March, 1937	85 8	83 3	88 7	79 9	88 6	83 5	85 0
30th June, 1937	86 9	83 7	90 8	81 1	88 6	83 7	85 11
30th September, 1937	88 0	86 6	91 8	82 11	90 7	85 6	88 1
31st December, 1937	92 1	88 1	92 8	85 10	90 10	87 0	90 2

INDEX-NUMBERS.

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

30th June, 1914	1,001	1,059	1,030	1,060	1,225	1,026	1,079
31st December, 1914	1,096	1,065	1,042	1,062	1,226	1,028	1,085
30th September, 1929	2,020	1,073	1,977	1,901	1,964	1,846	1,879
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	1,644	1,556	1,694
31st December, 1932	1,657	1,518	1,726	1,416	1,595	1,523	1,597
31st December, 1933	1,598	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 December, 1935	1,642	1,555	1,725	1,520	1,642	1,581	1,617
31st December, 1936	1,668	1,621	1,729	1,552	1,726	1,625	1,656
31st March, 1937	1,672	1,621	1,729	1,557	1,727	1,628	1,659
30th June, 1937	1,692	1,631	1,770	1,581	1,727	1,630	1,677
30th September, 1937	1,732	1,687	1,789	1,618	1,768	1,671	1,718
31st December, 1937	1,797	1,719	1,808	1,674	1,772	1,697	1,760

(a) Weighted Average.

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

3. **Adult Male Weekly Wages—Industrial Groups, 1914–1937.**—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, 1914, and at the end of the periods specified to the 31st December, 1937 :—

Wages Rates—Adult Males.

(Weighted Average Nominal Weekly Rates payable for a Full Week's Work and Index-Numbers of Wage Rates in each Industrial Group.)

Date.	INDUSTRIAL GROUP.														
	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.	XV. All Industrial Groups.(c)
RATES OF WAGE.															
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	67 9	55 8	53 0	63 10	50 0	65 5	65 2	59 8	52 8	49 10	49 5	47 4	54 0	55 7
30th September, 1929 ..	104 8	103 11	101 1	100 0	119 3	104 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 December, 1935 ..	86 8	85 3	85 3	80 9	100 11	83 0	94 1	97 10	84 9	80 1	81 2	73 4	76 8	79 6	82 10
31st December, 1936 ..	88 3	86 10	87 3	81 4	104 4	85 2	95 7	99 2	86 0	81 8	86 8	75 9	79 1	82 1	84 10
31st March, 1937 ..	88 3	87 9	87 3	81 6	104 6	85 7	95 7	99 2	86 0	81 8	86 8	75 9	79 4	82 4	85 0
30th June, 1937 ..	89 8	89 3	88 10	82 3	104 9	86 2	97 0	99 2	87 9	82 11	87 0	75 11	80 8	83 7	85 11
30th September, 1937 ..	91 6	91 4	90 0	85 8	106 3	88 3	98 8	102 10	90 5	84 5	93 11	78 2	81 9	84 9	88 1
31st December, 1937 ..	95 1	94 11	92 6	89 0	108 7	91 3	101 7	103 0	92 1	88 3	95 6	78 9	85 3	87 6	90 2

INDEX-NUMBERS.

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

30th June, 1914 ..	1,254	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	1,085	1,034	1,246	1,093	1,276	1,272	1,165	1,026	972	965	935	1,054	1,085	1,085
30th September, 1929 ..	2,042	2,028	1,973	2,327	2,001	2,214	2,157	2,052	1,905	2,079	1,870	1,823	1,893	1,979	1,979
31st December, 1930 ..	1,936	1,913	1,894	2,271	1,999	2,271	2,194	1,955	1,812	1,941	1,706	1,780	1,826	1,887	1,887
31st December, 1931 ..	1,669	1,683	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 ..	1,627	1,589	1,642	1,507	1,918	1,572	1,833	1,916	1,579	1,527	1,552	1,458	1,492	1,540	1,597
31st December, 1933 ..	1,613	1,587	1,625	1,494	1,902	1,549	1,800	1,893	1,567	1,497	1,575	1,404	1,460	1,511	1,570
31st December, 1934 ..	1,664	1,621	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 December, 1935 ..	1,691	1,663	1,664	1,576	1,969	1,619	1,908	1,982	1,653	1,562	1,661	1,431	1,406	1,552	1,617
31st December, 1936 ..	1,722	1,694	1,702	1,587	2,035	1,661	1,866	1,935	1,677	1,593	1,690	1,478	1,543	1,603	1,656
31st March, 1937 ..	1,722	1,712	1,702	1,590	2,039	1,670	1,865	1,935	1,678	1,594	1,691	1,478	1,548	1,606	1,660
30th June, 1937 ..	1,750	1,711	1,733	1,695	2,044	1,681	1,893	1,935	1,712	1,618	1,695	1,481	1,574	1,631	1,677
30th September, 1937 ..	1,785	1,782	1,756	1,672	2,073	1,722	1,925	2,007	1,764	1,617	1,833	1,525	1,595	1,654	1,713
31st December, 1937 ..	1,855	1,852	1,805	1,737	2,119	1,780	1,982	2,010	1,802	1,722	1,865	1,537	1,663	1,707	1,760

(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, 1914-1937.**—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 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 nominal 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 end of the periods specified to the 31st December, 1937. Index-numbers are also given for each State with the average for Australia at the 30th April, 1914 as base (= 1,000).

Wage Rates—Adult Females.

Weighted Average Nominal Weekly Rates payable for a Full Week's Work and Index-numbers of Wage Rates.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.(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 3
31st December, 1914 ..	26 10	27 9	27 1	24 1	37 4	25 10	27 5
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 4	44 8
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	41 10	49 1	44 1	44 7
31st December, 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
31st December, 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5
31st March, 1937 ..	45 8	47 1	48 6	43 6	50 11	45 2	46 7
30th June, 1937 ..	47 3	46 2	49 8	44 5	50 11	45 4	47 0
30th September, 1937 ..	47 10	47 10	50 6	45 3	51 6	47 4	48 1
31st December, 1937 ..	50 2	49 2	51 4	46 10	51 6	48 0	49 8

INDEX-NUMBERS.

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

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
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	1,505	1,826	1,595	1,624
31st December, 1933 ..	1,580	1,573	1,720	1,510	1,778	1,587	1,569
31st December, 1934 ..	1,628	1,609	1,755	1,541	1,808	1,623	1,636
31st December, 1935 ..	1,654	1,626	1,767	1,561	1,808	1,650	1,655
31st December, 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
31st March, 1937 ..	1,682	1,733	1,786	1,602	1,873	1,662	1,715
30th June, 1937 ..	1,739	1,700	1,828	1,634	1,873	1,660	1,720
30th September, 1937 ..	1,760	1,759	1,861	1,664	1,894	1,743	1,768
31st December, 1937 ..	1,848	1,810	1,889	1,724	1,894	1,785	1,828

(a) Weighted average.

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

5. **Adult Female Weekly Wages—Industrial Groups, 1914–1937.**—The following table shows (a) the average weekly rate of wage in each of the industrial groups in which females are mainly employed, and (b) the weighted average rate for all groups combined, at 30th June, 1914, and at the end of the periods specified to the 31st December, 1937.

Wage Rates—Adult Females.

Weighted Average Nominal Weekly Rates, payable for a Full Week's Work and Index-numbers in each Industrial Group.

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.						
30th June, 1914	22 6	24 9	26 11	31 1	30 3	27 2
31st December, 1914	23 5	24 11	27 0	30 2	31 4	27 5
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	52 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 December, 1935	42 1	44 2	44 8	46 3	46 5	45 0
31st December, 1936	43 1	44 9	45 8	47 1	50 9	46 5
31st March, 1937	43 2	45 0	45 11	47 4	50 9	46 7
30th June, 1937	44 1	45 3	46 3	48 5	50 5	47 0
30th September, 1937	44 6	46 8	47 3	49 6	51 0	48 1
31st December, 1937	45 7	48 1	49 4	51 2	53 0	49 8

INDEX-NUMBERS.

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

30th June, 1914	828	911	991	1,144	1,110	1,000
31st December, 1914	862	917	994	1,110	1,153	1,008
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	1,971
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	1,624
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 December, 1935	1,519	1,625	1,645	1,701	1,708	1,655
31st December, 1936	1,585	1,646	1,680	1,734	1,867	1,708
31st March, 1937	1,589	1,655	1,690	1,713	1,867	1,715
30th June, 1937	1,621	1,666	1,702	1,790	1,856	1,720
30th September, 1937	1,638	1,717	1,738	1,822	1,878	1,768
31st December, 1937	1,677	1,770	1,815	1,883	1,952	1,828

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

(b) Weighted average.

6. Hours of Labour and Hourly Rates of Wage, 31st December, 1937.—

(i) *General.*—The rates of wage referred to in the preceding paragraphs are the minima payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances, between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some

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

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 in other ways. Hence the necessary definite particulars for the computation of average working hours and hourly rates of wages are not available.

(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, 1937:—

Weekly and Hourly Wage Rates—Adult Males.

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1937.

Industrial Groups.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aus- tralia.
I. Wood, Furniture, etc. ...	Weekly Wage	98/9	92/4	98/3	90/9	92/1	91/10	95/1
	Working Hours	44.87	44.83	44.03	46.72	45.29	45.20	44.91
	Hourly Wage	2/2½	2/0½	2/2½	1/11½	2/0½	2/0½	2/1½
II. Engineering, Metal Works, etc. ...	Weekly Wage	96/9	93/11	96/7	91/1	92/7	95/9	94/11
	Working Hours	44.03	45.01	44.00	46.07	44.10	45.51	44.62
	Hourly Wage	2/2½	2/1	2/2½	1/11½	2/1½	2/1½	2/1½
III. Food, Drink, etc. ...	Weekly Wage	95/8	89/0	92/7	91/11	93/6	86/3	92/5
	Working Hours	44.22	46.42	44.36	46.81	45.28	47.94	45.26
	Hourly Wage	2/2	1/11	2/1	1/11½	2/0½	1/9½	2/0½
IV. Clothing, Boots, etc. ...	Weekly Wage	88/1	82/3	92/8	92/7	92/5	85/8	89/0
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/0	2/0	2/1½	2/1½	2/1½	1/11½	2/0½
V. Books, Printing, etc. ...	Weekly Wage	113/9	104/9	104/9	99/0	123/6	100/11	108/7
	Working Hours	43.36	43.63	44.00	43.68	42.79	43.35	43.53
	Hourly Wage	2/7½	2/4½	2/4½	2/3½	2/10½	2/1	2/6
VI. Other Manufacturing ...	Weekly Wage	94/7	87/10	90/9	89/11	91/5	90/3	91/3
	Working Hours	44.14	46.16	44.18	45.91	44.27	44.44	45.04
	Hourly Wage	2/1½	1/10½	2/2½	1/11½	2/0½	2/0½	2/0½
VII. Building ...	Weekly Wage	106/0	100/4	98/3	96/9	96/10	91/7	101/7
	Working Hours	43.66	44.33	44.00	44.44	44.00	44.30	43.58
	Hourly Wage	2/5½	2/3½	2/5½	2/2	2/2½	2/1½	2/4
VIII. Mining(a) ...	Weekly Wage	109/4	91/2	112/10	71/6	99/4	98/8	103/0
	Working Hours	42.95	43.92	43.47	43.79	43.65	44.92	43.47
	Hourly Wage	2/6½	2/1	2/7½	1/7½	2/3½	2/2½	2/4½
IX. Rail and Tram Services ...	Weekly Wage	93/2	92/8	93/4	88/8	90/7	87/5	92/4
	Working Hours	44.00	47.59	44.00	47.78	43.79	45.71	45.37
	Hourly Wage	2/1½	1/11½	2/1½	1/10½	2/0½	1/11	2/0½
X. Other Land Transport ...	Weekly Wage	92/7	84/0	90/1	81/5	88/11	85/2	83/3
	Working Hours	44.00	46.93	44.00	48.00	46.30	48.00	45.50
	Hourly Wage	2/1½	1/9½	2/0½	1/8½	1/11	1/9½	1/11½

(a) Average rates of wage and hours prevailing at the principal mining centres in each State.

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1937—continued.

Industrial Groups.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
XI. Shipping, etc.	Weekly Wage(a)	96/0	95/2	93/3	97/8	94/6	95/3	95/6
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(b)	75/1	77/7	85/5	78/3	83/4	82/7	78/9
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	88/1	85/2	84/4	82/4	81/5	69/9	85/3
	Working Hours	44.00	48.00	44.00	48.00	48.00	48.00	45.80
	Hourly Wage	2/0	1/9½	1/11	1/8½	1/8½	1/5½	1/10½
XIV. Miscellaneous ..	Weekly Wage	90/2	86/3	89/5	81/9	85/8	80/7	87/6
	Working Hours	44.54	47.68	44.00	47.62	47.23	47.84	46.00
	Hourly Wage	2/0½	1/9½	2/0½	1/8½	1/9½	1/8½	1/10½
All Groups	Weekly Wage	92/1	88/1	92/8	85/10	90/10	87/0	90/2
All Groups excepting XI and XII.	Weekly Wage	96/3	90/1	95/3	86/9	92/2	88/5	92/11
	Working Hours	44.07	46.22	43.68	46.57	45.25	46.24	45.93
	Hourly Wage	2/2½	1/11½	2/2½	1/10½	2/0½	1/11	2/0½

(a) Average rates of wage are for occupations other than Masters, Officers, and Engineers in the Merchant Marine Service, and include value of victualing and accommodation where provided.
 (b) 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 the weekly hours of labour at the 31st December, 1937 :—

Weekly and Hourly Wage Rates—Adult Females.

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1937.

Industrial Groups.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
III. Food, Drink, etc.	Weekly Wage	46/2	46/5	42/5	40/6	40/5	44/0	45/7
	Working Hours	44.80	45.67	45.00	48.00	44.00	48.00	45.41
	Hourly Wage	1/0½	1/0¼	0/11¼	0/10½	0/11	0/11	1/0
IV. Clothing, Boots, etc.	Weekly Wage	48/3	47/5	49/7	49/5	48/7	47/1	48/1
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	1/1½	1/2	1/1½	1/1½	1/1¼	1/0¾	1/1
I., II., V., & VI. All other Manufacturing	Weekly Wage	47/4	51/3	47/0	47/11	..	50/0	49/4
	Working Hours	44.01	41.50	44.14	45.97	..	41.00	44.38
	Hourly Wage	1/1	1/1½	1/0½	1/0½	..	1/1½	1/1½
XIII. Domestic, Hotels, etc.	Weekly Wage(a)	50/3	52/10	51/7	43/1	54/9	51/11	51/2
	Working Hours	43.38	45.95	44.00	48.00	47.20	48.00	45.05
	Hourly Wage	1/2	1/1½	1/2	0/10½	1/2	1/1	1/1½
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	55/7	51/3	56/6	45/0	..	..	53/0
	Working Hours	44.00	46.00	44.00	48.00	..	..	45.14
	Hourly Wage	1/3½	1/1½	1/3½	0/11½	..	..	1/2
All Groups	Weekly Wage	50/2	49/2	51/4	46/10	52/6	48/6	49/8
	Working Hours	43.92	44.76	44.03	46.02	45.57	45.24	44.52
	Hourly Wage	1/1½	1/1½	1/2	1/0½	1/11	1/0½	1/1½

(a) Including the value of board and lodging, where supplied, in order that the rate may be comparable with those paid in other industries.

7. **Adult Male Weekly Wages—States, 1891 to 1937.**—The following table shows the average nominal weekly rates of wage payable to adult male workers in each State from 1891 to 1937. The wages given in this table relate to the 31st December in each year.

Weekly Wage Rates—Adult Males.

Particulars.	1891		1901		1911		1914		1920		1929		1931		1932		1933		1934		1935		1936		1937.				
	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	51	3	56	2	94	0	102	11	93	5	84	11	81	11	83	2	84	2	85	6	92	1	92	1	91	
Victoria	40	5 40	9	50	6	54	7	36	1	101	1	82	2	77	10	77	0	78	8	79	9	83	1	88	1	88	1	88	
Queensland	46	6 46	2	51	1	53	5	91	6	101	2	89	0	88	5	88	1	88	9	88	5	88	7	92	8	92	8	92	
S. Australia	41	7 42	0	51	11	54	5	82	8	97	0	75	4	72	7	73	5	75	6	77	11	79	6	85	10	85	10	85	
W. Australia	52	4 53	11	59	0	62	10	89	9	100	7	84	1	81	9	81	4	84	1	84	2	88	6	90	10	90	10	90	
Tasmania	38	6 36	10	41	0	52	8	85	9	94	8	79	9	78	1	78	0	79	7	81	0	83	3	87	0	87	0	87	
Australia(a)	43	5 43	5 51	3 55	7 89	10 101	2 86	10 101	2 86	10 81	10 80	6 82	0 82	10 84	10 84	10 80	6 82	0 82	10 84	10 84	10 80	2 84	10 80	2 84	10 80	2 84	10 80	2 84	10 80

INDEX NUMBERS.

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

N.S. Wales	561	838	1,003	1,096	1,335	2,007	1,823	1,657	1,598	1,623	1,642	1,668	1,797
Victoria	739	796	985	1,065	1,679	1,972	1,603	1,518	1,502	1,534	1,555	1,621	1,719
Queensland	908	901	997	1,042	1,783	1,975	1,737	1,726	1,718	1,732	1,725	1,729	1,808
S. Australia	811	819	1,013	1,062	1,613	1,806	1,463	1,416	1,433	1,473	1,520	1,552	1,674
W. Australia	1,022	1,054	1,152	1,226	1,751	1,963	1,641	1,595	1,587	1,640	1,642	1,726	1,772
Tasmania	751	719	799	1,028	1,674	1,848	1,356	1,523	1,522	1,552	1,581	1,625	1,697
Australia(a)	848	848	1,000	1,085	1,752	1,974	1,694	1,597	1,570	1,599	1,617	1,656	1,760

(a) Weighted average.

8. **Adult Male Weekly Wages—Australia—Industrial Groups, 1891 to 1937.**—The following table shows the average nominal weekly wages payable in each industrial group in Australia. The wages relate to the 31st December in each year.

Weekly Wage Rates—Adult Males in each Industrial Group.

Particulars.	1891.		1901.		1911.		1914.		1920.		1929.		1931.		1932.		1933.		1934.		1935.		1936.		1937.				
	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.	47	5 52	3	57	8	59	6	95	1	104	10	85	7	83	4	82	8	85	4	86	8	88	3	95	1	95	1	95	
" II.	52	8 48	5	54	6	57	9	92	5	103	6	86	3	81	6	81	4	83	2	85	3	86	10	94	11	94	11	94	
" III.	38	2 44	7	50	9	55	8	89	3	100	10	88	6	84	2	83	3	83	8	85	4	87	3	92	6	92	6	92	
" IV.	36	8 36	3	50	3	53	0	86	5	99	6	83	11	77	3	76	7	79	11	80	9	81	4	89	0	89	0	89	
" V.	53	5 51	0	58	11	63	10	99	6	119	1	102	0	98	3	97	6	99	6	100	11	104	4	108	7	108	7	108	
" VI.	46	4 46	5	51	11	56	0	88	11	102	2	85	4	80	7	79	5	81	4	83	0	85	2	91	3	91	3	91	
" VII.	50	6 53	16	62	1	65	5	95	7	113	0	98	9	93	11	92	3	93	8	94	1	95	7	101	7	101	7	101	
" VIII.	58	1 54	8	61	2	65	2	103	10	110	7	102	5	98	2	97	0	97	7	97	10	99	2	103	0	103	0	103	
" IX.	50	10 52	4	57	0	59	8	93	1	105	2	86	7	80	11	80	4	82	8	84	9	86	0	92	4	92	4	92	
" X.	39	6 40	9	46	7	52	8	87	3	96	9	83	11	78	3	76	9	78	9	80	1	81	8	88	3	88	3	88	
" XI.	38	2 38	5	44	7	49	10	88	0	107	0	81	10	79	6	80	9	84	8	85	2	86	8	95	6	95	6	95	
" XII.	34	10 32	1	43	0	49	5	87	1	95	6	80	3	74	9	71	11	73	4	73	4	75	9	78	9	78	9	78	
" XIII.	32	10 30	8	45	5	47	11	80	6	92	6	85	3	76	5	74	10	75	9	76	8	79	1	85	3	85	3	85	
" XIV.	39	7 33	10	47	7	54	0	84	11	96	8	83	11	78	11	77	5	78	7	79	7	82	2	87	6	87	6	87	
ALL GROUPS (a)	43	5 43	5 51	3 55	7 89	10 101	2 86	10 101	2 86	10 81	10 80	6 82	0 82	10 84	10 84	10 80	6 82	0 82	10 84	10 84	10 80	2 84	10 80	2 84	10 80	2 84	10 80	2 84	10 80

(a) Weighted average.

Weekly Wage Rates—Adult Males in each Industrial Group—continued.

INDEX NUMBERS.

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

Industrial Group.	1891.	1901.	1911.	1914.	1929.	1930.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
I. Wood, Furniture, etc.	1,023	1,019	1,125	1,161	2,046	1,956	1,669	1,627	1,613	1,664	1,691	1,722	1,855
II. Engineering, Metal Works, etc.	931	945	1,064	1,127	2,010	1,933	1,683	1,589	1,587	1,623	1,665	1,691	1,852
III. Food, Drink, etc.	745	871	991	1,085	1,967	1,894	1,727	1,642	1,625	1,633	1,664	1,702	1,805
IV. Clothing, Hats, Boots, etc.	716	708	981	1,031	1,942	1,940	1,638	1,507	1,404	1,559	1,576	1,587	1,737
V. Books, Printing, etc.	1,043	996	1,149	1,246	2,323	2,271	1,991	1,918	1,902	1,942	1,969	2,035	2,119
VI. Other Manufacturing	904	997	1,013	1,093	1,994	1,900	1,664	1,573	1,540	1,587	1,616	1,661	1,780
VII. Building	986	1,030	1,213	1,276	2,205	2,139	1,926	1,833	1,800	1,828	1,836	1,866	1,982
VIII. Mining	1,134	1,067	1,194	1,272	2,157	2,104	1,999	1,916	1,893	1,904	1,908	1,935	2,010
IX. Rail and Tram Services	992	1,021	1,113	1,165	2,052	1,955	1,690	1,570	1,567	1,613	1,633	1,677	1,802
X. Other Land Transport	772	795	910	1,026	1,888	1,812	1,638	1,527	1,497	1,537	1,562	1,593	1,722
XI. Shipping, etc.	745	751	871	972	2,087	1,941	1,596	1,552	1,575	1,654	1,661	1,690	1,863
XII. Agricultural, Pastoral, etc.	680	627	839	965	1,363	1,706	1,566	1,458	1,404	1,431	1,431	1,478	1,537
XIII. Domestic, Hotels, etc.	643	598	887	935	1,804	1,780	1,661	1,492	1,460	1,478	1,496	1,543	1,663
XIV. Miscellaneous	771	759	929	1,054	1,886	1,826	1,637	1,540	1,511	1,530	1,552	1,603	1,707
All Groups(a)	848	848	1,000	1,083	1,974	1,887	1,694	1,597	1,570	1,599	1,617	1,656	1,760

(a) Weighted average.

9. Adult Male Hourly Wages—1914-1937.—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified.

Hourly Wage Rates—Adult Males. (a)

NOTE.—The rates of wage per hour are shown to the nearest farthing.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th April, 1914 ..	1 2	1 1½	1 1½	1 1½	1 4½	1 1	1 2
31st December, 1921 ..	2 1½	2 0½	2 2	1 10½	2 1	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
" " 1936 ..	2 0½	1 10	2 1	1 9	2 0	1 9½	1 11½
" " 1937 ..	2 2½	1 11½	2 2½	1 10½	2 0½	1 11	2 0½

(a) Weighted average 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.

Hourly Wage Rates—Adult Males—continued.

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

(Base: Weighted Average for Australia (13.96d.) 30th April, 1914 = 1,000.)

30th April, 1914 ..	998	980	963	991	1,170	933	1,000
31st December, 1921	1,817	1,741	1,865	1,637	1,796	1,675	1,779
" " 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	1,708	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
" " 1936	1,731	1,567	1,787	1,500	1,724	1,552	1,662
" " 1937	1,878	1,676	1,875	1,602	1,751	1,643	1,774

10. Adult Female Hourly Wages, 1914 to 1937.—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified.

Hourly Wage Rates—Adult Females.

NOTE.—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. 0 6 $\frac{1}{2}$	s. d. 0 6 $\frac{3}{4}$	s. d. 0 6 $\frac{1}{2}$	s. d. 0 5 $\frac{1}{2}$	s. d. 0 9 $\frac{1}{2}$	s. d. 0 6	s. d. 0 6 $\frac{3}{4}$
31st December, 1921	1 1	1 0 $\frac{1}{2}$	1 1 $\frac{1}{2}$	0 11 $\frac{1}{2}$	1 2 $\frac{1}{2}$	1 0	1 0 $\frac{1}{2}$
" " 1925	1 1	1 1 $\frac{1}{2}$	1 2	1 0 $\frac{1}{2}$	1 3 $\frac{1}{2}$	1 0 $\frac{1}{2}$	1 1 $\frac{1}{2}$
" " 1926	1 1 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 2 $\frac{1}{2}$	1 1	1 3 $\frac{1}{2}$	1 1	1 1 $\frac{1}{2}$
" " 1927	1 2 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 2 $\frac{1}{2}$	1 1	1 3 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 2
" " 1928	1 2 $\frac{1}{2}$	1 2 $\frac{1}{2}$	1 3	1 1 $\frac{1}{2}$	1 3 $\frac{1}{2}$	1 2	1 2 $\frac{1}{2}$
" " 1929	1 2 $\frac{1}{2}$	1 2 $\frac{1}{2}$	1 3	1 1 $\frac{1}{2}$	1 3 $\frac{1}{2}$	1 2	1 2 $\frac{1}{2}$
" " 1930	1 2	1 2	1 2 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 3 $\frac{1}{2}$	1 2	1 2 $\frac{1}{2}$
" " 1931	1 1 $\frac{1}{2}$	1 0	1 1	0 11 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 0	1 0 $\frac{1}{2}$
" " 1932	1 0 $\frac{1}{2}$	0 11 $\frac{1}{2}$	1 0 $\frac{1}{2}$	0 10 $\frac{1}{2}$	1 1	0 11 $\frac{1}{2}$	0 11 $\frac{1}{2}$
" " 1933	0 11 $\frac{1}{2}$	0 11 $\frac{1}{2}$	1 0 $\frac{1}{2}$	0 10 $\frac{1}{2}$	1 0 $\frac{1}{2}$	0 11 $\frac{1}{2}$	0 11 $\frac{1}{2}$
" " 1934	1 0	0 11 $\frac{1}{2}$	1 1	0 11 $\frac{1}{2}$	1 1	0 11 $\frac{1}{2}$	1 0
" " 1935	1 0 $\frac{1}{2}$	0 11 $\frac{1}{2}$	1 1	0 11 $\frac{1}{2}$	1 1	0 11 $\frac{1}{2}$	1 0
" " 1936	1 0 $\frac{1}{2}$	1 0 $\frac{1}{2}$	1 1 $\frac{1}{2}$	0 11 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 0	1 0 $\frac{1}{2}$
" " 1937	1 1 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 2	1 0 $\frac{1}{2}$	1 1 $\frac{1}{2}$	1 0 $\frac{1}{2}$	1 1 $\frac{1}{2}$

Hourly Wage Rates—Adult Females—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base: Weighted Average for Australia (6.64d.), 30th April, 1914 = 1,000.)							
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
" " 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
" " 1936	1,875	1,883	1,985	1,700	2,018	1,803	1,881
" " 1937	2,066	1,985	2,107	1,839	2,041	1,938	2,017

II. 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 adult male workers in each State and Australia at the 30th April, 1914, and at 31st December, 1921 to 1937. Index-numbers are given for each State with the weighted average hours of labour for Australia at the 30th April, 1914 as base (= 1,000).

Nominal Hours of Labour (exclusive of Overtime) Worked by Adult Males during a Full Working Week.

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
" " 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	46.69	43.69	46.63	45.48	46.75	45.26
" " 1936	44.08	46.41	43.69	46.55	45.30	46.33	45.09
" " 1937	44.07	46.22	43.68	46.57	45.25	46.24	45.03

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

Nominal Hours of Labour (exclusive of Overtime) Worked by Adult Males during a Full Working Week—Index-Numbers of Hours Worked—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (48.93), 30th April, 1914 = 1,000.)							
30th April, 1914 ..	1,010	997	997	993	976	994	1,000
31st December, 1921	933	960	930	962	945	957	945
" " 1925	956	960	897	960	945	966	949
" " 1926	910	959	898	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
" " 1936	901	948	893	951	926	947	922
" " 1937	901	945	893	952	925	945	920

12. 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 adult female workers in each State and Australia at 30th April, 1914, and at 31st December, 1921 to 1937. Index-numbers are given for each State with the weighted average hours of labour for Australia at the 30th April, 1914, as base (= 1,000).

Nominal Hours of Labour (exclusive of Overtime) worked by Adult Females during a Full Working Week.

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
" " 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
" " 1936	43.93	44.94	44.03	46.03	45.57	45.24	44.60
" " 1937	43.92	44.76	44.03	46.02	45.57	45.24	44.52

Nominal Hours of Labour (exclusive of Overtime) worked by Adult Females during a Full Working Week—continued.

Date.	New South Wales	Victoria.	Queensland.	South Australia	Western Australia.	Tasmania.	Australia
INDEX-NUMBERS.							
(Base: Weighted average for Australia (49.08) 30th April, 1914 = 1,000.)							
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
" " 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
" " 1936	895	916	897	938	928	922	909
" " 1937	895	912	897	938	928	922	907

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 expressed in terms of their equivalent purchasing power, that is, their purchasing power over some definite composite unit or regimen the cost of which can be ascertained at different times. The relation between nominal and *effective* or *real* wages was discussed at some length in Labour Report No. 6, and was also referred to in Labour Report No. II.

Since it is possible to measure purchasing power over more than one composite unit or regimen it is equally possible to convert any given nominal wage series into more than one series of effective or real wages. It has been the practice of the Bureau in the past to compute effective wage index-numbers by dividing the nominal wage index-numbers by the corresponding retail price index-numbers for food, groceries and rent of all houses ("A" series). While wage-rates were generally varied on the basis of the "A" series index-numbers there was a good deal to be said for this procedure. Now that the Commonwealth Court has abandoned the "A" series, the merits of the "C" series of retail price index-numbers for "deflating" nominal wage rates are strengthened. In the following tables, therefore, real wages are measured in terms of their purchasing power over both the "A" series regimen and the "C" series regimen. For some purposes the one is appropriate and for some purposes the other.*

(ii) *Effective or Real Wage Index-numbers in each State—1901-1937.*—In the following tables the index-numbers for the years prior to 1914 are computed from nominal wage index-numbers based on rates current at the end of December, annual averages not being available. For 1914 and following years, however, they are computed from nominal wage index-numbers based on the average of rates current at the end of the four quarters of each year. So far as the years 1901 and 1911 are concerned, however,

* For explanation of "A" and "C" series, see page 36.

the index-numbers may be taken as substantially accurate, since the movement in wages during the course of any one year prior to 1914 was comparatively slight.

In obtaining the index-numbers for each State the nominal wage index-numbers for each State have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

Effective or Real Wage Index-Numbers for Adult Males (Full Work).—Measured in terms of purchasing power over the "A" series regimen.

(Base : Weighted average real wage in Australia in 1911 = 1,000.)

State.	1901.	1911.	1911.	1920.	1928.	1929.	1930.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
N.S.W. ..	961	973	906	911	1,089	1,050	1,107	1,160	1,150	1,138	1,101	1,095	1,090	1,107
Victoria ..	915	1,037	961	875	1,120	1,084	1,158	1,162	1,126	1,139	1,114	1,092	1,075	1,099
Queensland ..	1,172	1,090	1,038	1,036	1,236	1,220	1,317	1,345	1,376	1,417	1,377	1,323	1,261	1,237
S. Australia ..	948	957	929	853	1,089	1,067	1,166	1,178	1,133	1,153	1,144	1,149	1,143	1,151
W. Australia ..	1,024	1,023	1,070	1,012	1,156	1,143	1,229	1,232	1,212	1,246	1,221	1,224	1,221	1,224
Tasmania ..	827	838	942	830	1,099	1,064	1,111	1,114	1,067	1,094	1,086	1,099	1,094	1,088
Australia	964	1,000	948	911	1,115	1,082	1,152	1,185	1,168	1,178	1,148	1,133	1,119	1,131

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

Effective or Real Wage Index-Numbers for Adult Males (Full Work).—Measured in terms of purchasing power over the "C" series regimen.

(Base : Weighted average real wage in Australia in 1911 = 1,000.)

State.	1901.	1911.	1914.	1920.	1928.	1929.	1930.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
N.S.W.	925	850	1,159	1,130	1,164	1,210	1,206	1,186	1,157	1,153	1,150	1,168
Victoria	954	806	1,188	1,164	1,221	1,200	1,150	1,147	1,146	1,134	1,131	1,155
Queensland	1,022	957	1,296	1,290	1,332	1,336	1,366	1,382	1,366	1,338	1,296	1,277
S. Australia	914	776	1,106	1,099	1,176	1,137	1,079	1,086	1,091	1,097	1,101	1,128
W. Australia	1,043	888	1,155	1,152	1,206	1,189	1,158	1,177	1,177	1,187	1,190	1,214
Tasmania	902	758	1,123	1,108	1,153	1,120	1,094	1,110	1,109	1,115	1,128	1,141
Australia	..	1,000	948	841	1,172	1,151	1,198	1,210	1,190	1,187	1,173	1,166	1,160	1,177

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

(iii) *Effective or Real Wage Index-numbers in the Commonwealth—1901-1937.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the six capital cities and multiplying by 1,000.

Nominal and Effective or Real Wage Index-Numbers (Full Work).^(a)

(Base: Weighted average real wage in Australia in 1911 = 1,000.)

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

(a) As to the effect in abnormal periods, see page 20 of Labour Report No. 6.

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

Compared with 1911 the *effective* or *real* wage in 1901 under the "A" series was 3.6 per cent. less for full work. 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 under both the "A" and the "C" series 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 1937, but as nominal wages rose to a greater extent than prices, the *effective* wage index-number rose from 1,119 to 1,131 under the "A" series and from 1,160 to 1,177 under the "C" series.

Comparison with 1911 shows that the *effective wage* for full time work was 13.1 per cent. higher under the "A" series, and 17.7 per cent. higher under the "C" series during 1937.

14. Productive Activity.—The preceding tables show the movement in *real* (or *effective*) wages, i.e., wages measured in series of retail purchasing power. 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 recorded value of production from various sources during the years specified:—

Estimated Gross Value of Australian Production.

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and Fisheries.	Mining.	Manufacturing.	Total.
	(a)	(a)	(a)	(a)	(a)	(a)	
	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.
1906 ..	25,349	45,389	13,611	4,879	26,643	31,172	147,043
1911 ..	38,774	52,729	20,154	5,868	23,303	47,531	188,359
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
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	6,800	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	137,638	356,349
1935-36 ..	75,388	91,286	47,533	11,424	23,248	155,891	404,770
1936-37 ..	91,403	105,499	49,886	11,765	27,381	170,811	456,745

(a) Net Values.

In earlier 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 of

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 they have been 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 two tables tell different stories. Before unemployment became severe in 1930, *real* production per head (as shown in the last two columns of the first table) had remained substantially steady with minor fluctuations since 1906. Whatever gain had been made in productive efficiency had been largely 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-numbers fell sharply from their normal level of about 100 to 76 ("A" series) and 78 ("C" series) in 1930-31. This would imply a fall in average *real* income of nearly one-fourth from the normal level, taking unemployment into account. Apart from a slight recession in 1934-35 due to a drop in wool values the index-numbers rose continuously from 1931-32 onwards; the pre-depression level was reached in 1935-36 and the peak of 1924-25 was almost equalled in 1936-37.

The index-numbers of *real* production per person engaged (as given in the last two columns of the second table) show on the other hand an appreciable upward tendency. They rose steeply during the war, as might have been expected, fell somewhat after the war, and recovered again. In 1929-30 they fell substantially, due partly to the lag in the fall of retail prices. They increased during the next four years to 125 and 126, only to fall again in 1934-35 to 115 and 117 with the fall in wool prices during that year. Recovering most of this loss in 1935-36 they advanced to new records of 128 and 134 in 1936-37. 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 rate 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-Numbers (a) 1911 = 1,000.		Real Production per head of population (1911 = 100) measured in purchasing power over regimen of—	
	Total, £1,000	Per head of population.		"A" Series.	"C" Series.	"A" Series	"C" Series.
		Actual.	Index-Number. 1911 = 100				
		£					
1906 ..	147,943	35.9	87	902	..	97	..
1911 ..	188,359	41.2	100	1,000	(1,000)	100	100
1913 ..	220,884	45.1	110	1,104	..	99	..
1914 ..	213,552	43.0	104	1,140	1,140	92	92
1916 ..	261,996	53.3	129	1,324	1,319	98	98
1917 ..	279,418	56.1	136	1,318	1,406	103	97
1918 ..	291,875	57.5	140	1,362	1,501	102	93
1919-20 ..	343,697	64.9	158	1,624	1,695	97	93
1920-21 ..	390,644	72.2	175	1,821	1,935	96	91
1921-22 ..	344,426	62.5	152	1,600	1,680	95	90
1922-23 ..	379,445	67.4	163	1,642	1,619	100	101
1923-24 ..	400,276	69.6	169	1,714	1,664	99	102
1924-25 ..	454,580	77.3	188	1,690	1,637	111	115
1925-26 ..	431,670	72.0	175	1,766	1,673	99	104
1926-27 ..	447,354	73.1	178	1,763	1,663	101	107
1927-28 ..	452,901	72.5	176	1,776	1,676	99	105
1928-29 ..	447,805	70.5	171	1,785	1,693	96	101
1929-30 ..	389,537	60.6	147	1,783	1,688	83	87
1930-31 ..	319,706	49.2	120	1,574	1,528	76	78
1931-32 ..	305,018	46.5	113	1,432	1,406	79	80
1932-33 ..	318,224	48.2	117	1,358	1,344	86	87
1933-34 ..	357,218	53.7	130	1,365	1,344	96	97
1934-35 ..	356,349	53.2	129	1,399	1,366	92	95
1935-36 ..	404,770	60.0	146	1,437	1,392	101	105
1936-37 ..	456,745	67.1	163	1,489	1,431	110	114

(a) For explanation of "A" and "C" series, see page 36.

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 (1911 = 100) measured in retail purchasing power over regimen of—(b)	
		Actual	Index-Number. 1911 = 100	"A" Series	"C" Series.
	(1,000.)				
1906 ..	659	223	87	96	..
1911 ..	728	257	100	100	100
1913 ..	756	290	113	102	..
1914 ..	733	289	113	99	99
1916 ..	685	381	148	112	112
1917 ..	683	408	159	120	113
1918 ..	685	424	165	121	110
1919-20 ..	743	460	179	110	106
1920-21 ..	760	510	199	109	103
1921-22 ..	775	441	172	107	102

(a) Vide following explanatory remarks. (b) For explanation of "A" and "C" Series, see page 36.

Production per Person Engaged—continued.

Year.	Number engaged in Material Production.(a)	Value of Material Production per person engaged in Production.(a)		Real Production per person engaged (1911=100) measured in retail purchasing power over regimen of—(b)	
		Actual.	Index-Number, 1911=100.	" A " Series.	" C " Series
1922-23 ..	793	475	185	113	114
1923-24 ..	810	491	191	111	115
1924-25 ..	826	547	213	126	130
1925-26 ..	831	515	201	114	120
1926-27 ..	841	527	205	116	123
1927-28 ..	838	536	209	118	125
1928-29 ..	830	536	209	117	123
1929-30 ..	803	482	187	105	110
1930-31 ..	728	431	168	108	112
1931-32 ..	741	411	160	112	114
1932-33 ..	781	407	158	117	118
1933-34 ..	815	437	170	125	126
1934-35 ..	802	412	160	115	117
1935-36 ..	901	448	174	121	125
1936-37 ..	930	491	191	128	134

(a) Vide following explanatory remarks.

(b) For explanation of " A " and " C " Series, see page 36.

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 of New South Wales, Queensland, South Australia and Western Australia, provision is made for the tribunals appointed under the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, the same Wages Board system exists, but by amendments

of the Factories Act, operative from 17th October, 1934 (*vide* p. 89), Wages Boards are obliged to adopt the same basic wage as that determined by the Commonwealth Arbitration Court for similar industries.

(ii) *Acts in Force*.—The acts in force providing for the determination of a "basic" wage are as follows:—

- (a) Australia—Commonwealth Conciliation and Arbitration Act 1904–1934.
- (b) New South Wales—Industrial Arbitration Act 1912–1937.
- (c) Victoria—Factories and Shops Act, Nos. 4275, 1934 and 4461, 1936.
- (d) Queensland—Industrial Conciliation and Arbitration Act 1932–1937.
- (e) South Australia—The Industrial Code 1920–1936.
- (f) Western Australia—Industrial Arbitration Act 1912–1937.

2. **The Commonwealth Basic Wage.**—(i) *General*.—The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon in 1905. In spite 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 day or £2 2s. per week for Melbourne, the amount considered reasonable for "a family of about five*", and was generally referred to as the "Harvester" wage. The constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The 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 average number of dependent children per family was apparently regarded by the Court as about three, although statistical information available at the time did not permit of exact figures being ascertained. The 1911 Census disclosed, however, that the average issue of husbands aged 35–39 in the wage and salary earning group was 3.00 children of all ages, and some such figure was probably in the mind of the Court. The only figures available from the 1921 Census for dependent children under 14 years for the wage-earner group are—per male householder, 1.55, and per adult male, 1.0. From the 1933 Census data, the following average numbers of dependent children for the wage-earner group have been computed—per adult married male, 1.27, and per adult male, .080.

'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 (“A” series) 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 in the case of many country towns, where certain “loadings” were applied to counterbalance the lower index-numbers due to cheaper rentals.†

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

The Commonwealth Conciliation and Arbitration Act provides that 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 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. 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 hindered such a review, which was regarded as less urgent by reason of the fact that wages throughout Australia were

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

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

being automatically adjusted to changes in retail prices. A Royal Commission (referred to later) was appointed in 1920 to assess a basic wage, but its recommendations were not carried out.

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

(ii) *Basic Wage Inquiry, 1934.*—The "Harvester" standard, adjusted to retail price variations, continued as the theoretical basis of the wage of the Commonwealth Court until 31st May, 1934, when it was superseded by a judgment delivered on 17th April, 1934, full particulars of which appear in earlier issues of this Report. The basic wage declared on this occasion (known as the "Restoration Basic Wage, 1934") was as follows for the six capital cities—

	s.	d.		s.	d.
Sydney	67	0	Adelaide .. .	64	0
Melbourne	64	0	Perth	66	0
Brisbane	61	0	Hobart	67	0

Six Capital cities, 65s.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" series to the "C" series of index-numbers. The latter series covers Food and Groceries; Rent of 4 and 5-roomed Houses; Clothing; Fuel; Light; Household Utensils; Household Drapery; Fares; and other Miscellaneous household requirements. The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the above rates for the capital cities, which are proportionate to their respective index-numbers. In effect, the new rate for the six capital cities was the same as that previously paid under the "A" series, without the "Powers" 3s., and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the "A" series, owing to the different relationship of towns under the "A" and the "C" series.

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

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

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

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

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

The above were not to apply to railway employees, to whom the Court granted "loadings" of 5s. in New South Wales and Victoria, and 3s. in South Australia and Tasmania. Workers in the provincial towns were to receive "loadings"—6s. in New South Wales, Victoria and Queensland; and 4s. in South Australia, Western Australia and Tasmania. The maritime workers were granted a "loading" of 21s. 6d. per month, and the pastoral workers received increases proportionate to the increase of the flat basic rate, from 68s. to 77s. in respect of the basis of piece-work rates, and of 3s. per week for station hands.

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

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

The maritime, pastoral and gas workers' increases were to become fully operative in the first pay period commencing in July.

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

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

(d) The basis of the adjustment of wages in accordance with the variations shown by retail price index-numbers was transferred from the "C" series to a special "Court" series based upon the "C" series, for an explanation of which see pages 37 and 86.

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

The main parts of the judgment are reprinted below:

BASIS OF CLAIM.

"The Court is asked by united applications on behalf of organizations of employees covered by its awards to increase the basic wage prescribed therein by an amount which on the present adjusting index-numbers would average about 10s. and also to prescribe that the minimum wage for adult females shall be 60 per cent. of the basic wage for males. The application was made mainly on the ground that since 1934 economic recovery as reflected in increased productivity and national income and the restoration of the level of export prices had been great enough to justify more than full restoration of the basic wage operating at the time the 10 per cent. reduction was made. In the main, restoration of productivity and of national income to the 1929 level notwithstanding alterations in the economic structure was established. The Court in effect was faced with the converse position to that which led it to decide on a reduction in 1931 and it was contended that 'all economic arguments then advanced in favour of a reduction should now be reversed and used in favour of an increase'. The main arguments which led to the reduction were—

Decline in national income;

Increasing unemployment;

Violent fall in export prices;

Sudden cessation of the expenditure by Governments of moneys borrowed from overseas; and

The precarious position of primary industries.

"The evidence as to the extent of economic recovery since the date of the Court's 10 per cent. reduction order can be summarized as follows:—

"*Primary Production.*—The following table prepared by the Commonwealth Statistician shows that quantitative production of the principal primary products increased by 25 per cent. between the years 1925-26 and 1934-35:—

Index-Number of Quantity Production in Australia.

Industry and Group.	1925-26.	1934-35.
Agriculture—		
Cereals	1,000	1,219
Root crops	1,000	995
Fruit	1,000	1,186
Miscellaneous	1,000	1,233
Total Agriculture	1,000	1,206
Pastoral—Wool	1,000	1,218
Dairy produce	1,000	1,431
Total	1,000	1,255

"During the same period the number of persons permanently employed in rural industries increased from 432,134 to 451,177 or approximately 5 per cent. Such later figures as are available indicate that since 1935 there have been only the usual seasonal variations in quantities. Taking the export price index-number as a guide the general average of prices prevailing in 1928-29 has been restored.

"The increased production of gold at higher prices is too well known to call for comment. Prices for base metals are higher than in 1929.

"*Manufacturing.*—Manufacturing industries since 1928–29 have been more than restored to the 1929 level.

"The total value of production computed on the basis of retail prices in 1911 between 1928 and 1936 increased from £93,906,619 to £102,592,707 with less than 1,000 increase in the number of employees engaged. The value of production per employee computed on the same basis increased from £208 in 1928–29 to £228 in 1934–35. Such figures as are available disclose that this increase has been maintained since 1936.

"*Public Finance.*—Public finance has vastly improved. States still have budgetary difficulties to contend with mainly owing to deficits in railway undertakings. These difficulties have been taken into account in fixing the railway rates as hereafter appear. Increases of revenues which keep pace with general increase in prosperity, provided due economy is shown and there is no undue haste in remitting emergency taxation, should before long enable governments to pay their way.

"*Private Finance.*—In the general field of commerce and finance distributed profits and reserves, adjusted in the same way as wages according to the present purchasing power of money, have been steadily increasing since 1934, and judging by the latest balance-sheets available are still on the up grade. The remarkable increase during the last twelve months in the quoted values of shares in public companies indicates that confidence in present and future stability of private enterprise has been re-established.

NATIONAL INCOME, AND EFFECT OF CESSATION OF OVERSEA BORROWING.

"Using such methods of calculation as are available it may reasonably be inferred that real national income per head is now as great as before the depression. Unemployment has rapidly decreased, and at the moment, with a falling trend, is little if any in excess of that of normal years. Export prices have reached the level of 1928. The Commonwealth has adapted itself mainly by increased manufacture to the absence of overseas borrowing. An able economist called as a witness by the Court—Mr. Reddaway—who, as well as his own opinion, voiced that of eminent economists of the University of Melbourne well acquainted with Australian conditions, effectively contended that 'The effect of overseas borrowing was that men were employed in what was virtually export industry. They were producing public works of various sorts, and although these were not physically exported yet the same immediate effect was obtained by exporting corresponding government obligations. These 'exports' enabled Australia to obtain various commodities as imports in exchange. When the borrowing ceased this particular export industry was of course extinguished. The *immediate* effect was disastrous because the Australian economy could not be readjusted in a day. But if time were allowed for adaptation then there need be no permanent fall in employment and the effect on consumption should be quite small. Previously men had been producing public works for export and obtaining manufactures in exchange; they had now to be transferred either to other export industries, or to producing the manufactures in Australia. Once this was done there would only be a loss of consumption insofar as the new occupations were less productive; and of course any loss on this account might be more than offset by improved efficiency in other industries. This process of adjustment has now been virtually completed.

The figures for overseas trade for 1936-37 will show exports somewhat higher (in Australian currency) than in 1928-29, and imports about £30,000,000 lower. The correspondence is remarkably good considering the other factors which might have altered. Moreover, a direct estimate of the replacement of imports by home production was made by Mr. L. G. Melville of the Commonwealth Bank. Though necessarily subject to a considerable margin of error, this substantially confirmed the view that the expansion has replaced imports to about the value of the pre-depression borrowing.

"So far, therefore, from the absence of borrowing being a source of weakness, it adds greatly to the strength of the position. The new method of manufacturing the goods in Australia (instead of importing them in exchange for the equivalent of public works) may not yield quite such good immediate results; we see this in the fact that the new industries receive protection so that £100 will not buy as much of their products as it would of imports. But this is a comparatively small matter representing a loss of real income of perhaps £5,000,000; it has been much more than offset by increased efficiency in production as a whole which has been secured since 1929 and hardly needs consideration as a separate factor. Whilst there is a very large item to be entered on the credit side in the fact that there is no longer a risk of sudden dislocation due to a restriction of loans. This increased security does not directly add to the immediate power of industry to pay higher wages, but it enables one to take a much more confident view of the future."

POSITION OF PRIMARY INDUSTRIES.

"As to primary industries, with the restored export price level the difficulties of graziers and farmers are now mainly attributable to causes which are not so seriously affected by wage level. As Mr. Reddaway further said—'With export prices at present levels the farmers' financial difficulties mostly arise out of the excessive prices at which they bought their land. If they had paid for it in cash they would simply have found they had made a bad investment, and would naturally have had to take the consequences in getting little return on their capital. In fact they largely borrowed the money so that when their equity margin disappeared they were immediately in difficulties. This created a grave social problem, but it is not one which should or can be rectified by adjusting wages. It calls for an adjustment on capital account, and this is in fact being effected through debt adjustment boards and revaluations. Wages only affect the current position and this is for the most part satisfactory; sale prices are about at pre-slump levels whilst money wages and the cost of living are considerably lower.'

EMPLOYERS' CONTENTIONS.

"Employers' representatives urged that the Court should not regard this return to pre-depression prosperity as likely to endure. The possibilities of another war were canvassed. Such a possible contingency cannot affect the Court's decision. If such disaster again overtakes civilization then what industrial tribunals do or have done will be of little importance in the inevitable economic collapse which would follow. It was also urged that the restoration of export prices to pre-depression levels and the expanding of manufacturing industries with a corresponding reduction of imports may only be transitory. This may or may not be true. But the upward trend since 1935 has, on the whole, brought the Commonwealth to at least pre-depression levels with the advantage that it does not now rely on a large expenditure of overseas public borrowings.

"The possibilities of the future cannot be foreseen. The Court can only be guided by existing conditions and be prepared at any time to vary its orders as those conditions materially vary, either upwards or downwards.

EFFECTS OF HIGHER WAGES ON INVESTMENT.

"The advocates appearing for employees urged that there should be a substantial addition to the equivalent of the 1929 wage and found support for this claim in the statement of Mr. Reddaway, endorsed as it was by Professors Copland and Giblin and Dr. Wood. This statement definitely asserted that economic recovery justified restoration of the 1929 level and that economic tendencies towards a fresh boom rendered a somewhat higher level advisable. Mr. Reddaway's argument in support of this contention was that unless wage rates were increased the expectation of increased profits will cause entrepreneurs to start superfluous new enterprises or excessively expand existing ones. Beyond a point this tendency might produce a most unhealthy boom, particularly when unemployment had been reduced to normal. It would also be accompanied by a rapid rise in the price of existing assets (already in evidence in the stock and share market). The resulting undesirable speculation would cause trouble if there is a subsequent decline. Higher wages would induce more sober estimates of the prospects whilst delay in raising wages would directly contribute to undue inflation of values. A rise in real wages would now be extremely valuable as a restraining influence, both on the price of existing capital assets and the excessive construction of new ones. A re-distribution of income in favour of wage-earners, who, unlike other classes, spend their share of income without delay, will accelerate the demand for products and so provide solid support for legitimate expenditure on capital goods.

"Applying this theory to existing circumstances, Mr. Reddaway originally urged that the equivalent of the 1929 wage should be restored with an addition of from 2s. to 3s. Subsequently he admitted that he was not in possession of information as to recent advances in real wages by way of increased marginal allowances and did not adhere to the actual addition of from 2s. to 3s. But he adhered to his opinion that the rate fixed by the Court should exceed the restoration of the 1929 standard.

"Advocates for the employers presented a statement in reply to that of Mr. Reddaway evidently prepared by an expert economist who preferred to remain anonymous. The Court, although it had not an opportunity to discuss with its author the opinions expressed and was deprived of the assistance derived from cross-examination, paid close attention to this document and to Mr. Reddaway's subsequent reply. The statement did not dispute that there should be some rise in the wage level but sought to discount the facts and theories applied thereto on which Mr. Reddaway based his contentions. It is impracticable to analyse paragraph by paragraph this controversy between two economists with different approaches to the problem which the Court must solve. All that need be said is that the statement was closely considered with the mass of spoken and quoted economic material submitted in evidence. The opinions of economic experts of course are not conclusive. But those offered in these proceedings by Mr. Reddaway, unchallenged as they were by any other economist willing to disclose his identity, were more impressive than usual.

EFFECTS OF HIGHER WAGES ON CONSUMPTION.

"In effect the economist's statement in support of an increase of wages is an endorsement of the theory that one of the causes of cycles of depression is a recurring lack of balance in the application of the *money* income received

by the members of the community. This money income is broadly speaking equal to the money value of all real income of the community in goods made for sale and services rendered for payment in money. For the enjoyment of prosperity in a modern industrial community the money income and the real income should be in a constant full flow of mutual interchange. The spending of all the money income, which has really been created as a result of the production and supply of previous goods and services, now creates a market for further goods and services being produced and offered. As put in the old phrase 'Money would be circulating' and business and employment would be good. Subject to a reservation as to over-spending on producer goods, it is immaterial whether the spending is done by the capitalist section or by the wage-earner section of the community, so long as it is done in the community and done quickly. In either case the money cannot be spent without resulting employment and wages or payment for wage-earners or other workers who supply goods or services. But there is this difference between the spending by the capitalist section and the spending by the wage-earner section of the money of which they gain control. The wage-earner section has to spend its money at once within the community and to that extent keeps alive the market for the suppliers of goods and services. So far as the capitalist section spends at once within the community the money in its control, it also keeps that market alive. But it is more likely to spend some of its money abroad and thus reduce that market. More important, however, is the fact that it may become infected with a lack of confidence in the outcome of investment of that part of its money not spent in consumer goods or services—'money commonly called "savings"'—and refrain from investing the savings, with the result that the money is not spent promptly. So far as it so refrains, it kills the market for the suppliers of goods and services, wage-earners lose employment and wages, and other suppliers find it useless to produce. The economic problem therefore is to arrive at a wage level, which, while not so high as to prevent the capitalist section investing all the 'savings' which come into its control, is not so low as to allow money to pass to the capitalist section, which may not spend it promptly within the community, from the wage-earner section which would forthwith use it within the community to buy goods and services. (Apart from economic reasons, there are of course humanitarian reasons why the wage level should be made as high as is economically possible, but for the moment, only economic reasons are being considered.) If at any time it is made to appear that the capitalist section for other reasons than an excessively high level of wages then prevailing, is refraining from investing 'savings' in its control, it may be quite good policy to raise the wage level so as to transfer the spending power from it to the wage-earner section. It does not appear to be suggested that this is the position at present in the Commonwealth. But it is conceivable that such a position may exist at some time in a country, while at another time in the same country entrepreneurs may be showing a tendency to invest 'savings' to an excessive extent in producer goods and thus to lead up to a boom and subsequent slump. The two conditions may tend to be alternative, both of them largely due to prevailing states of mind. In either case a raising of the wage level may be indicated as a remedy, but obviously no economic physician can prescribe with precision the proper amount of the dose. Mr. Reddaway and the other economists who concur with him, diagnose the present case as one of a likely boom and slump, and suggest an increase such as has already been referred to. On the other hand the economist with whose aid a statement for the employers was

prepared, is sceptical as to the likelihood of a boom, and thinks that caution should be used in dealing with wages, although he does not appear to be absolutely opposed to any present increase.

PREDEPRESSION WAGE RATES.

"For some years prior to the slump in 1929 the amount of unemployment seems to have been about what is normal in industry in modern conditions. This raises a strong presumption that the wage level during those years had arrived at an average amount most suitable for then existing conditions. If present conditions are in substance similar, or, possibly, somewhat more secure because of internal industrial development, a comparison of the real wage level of those years with the present real level will be a useful guide. It is somewhat doubtful, however, whether the price index-numbers and other statistics enable a very close comparative measurement to be made.

"The Court's basic wage of the years 1926 to 1929 including the 'Powers 3s.' and adjusted upon the 'A' series shows the following equivalents on the index-numbers for the first quarter 1937:—

	£	s.	d.		£	s.	d.
Sydney ..	..	3	17	6	Perth ..	..	3 11 0
Melbourne	..	3	14	6	Hobart ..	..	3 15 6
Brisbane ..	..	3	12	6	Launceston	..	3 12 6
Adelaide ..	..	3	9	0	Six Capitals	..	3 14 6
* .. *	..	*	*	*	* .. *	..	* .. *

INCREASES IN MARGINAL RATES.

"But in comparing the real wage level of the years 1926-1929 with the present day level there must be brought into account not only the difference in the basic wage but also increases in marginal rates made since those years.

"In the Metal Trades industries award of 1935 the margins of skilled mechanics (a diminishing and comparatively small section of the total employees of the industry) were increased by 3s. per week. Early this year a further 3s. was added to this increase while 2s. was conceded to most other classes of labour in the industry. In the Textile industry, in devising the first national awards of 1933.⁽¹⁾ rates were reduced in New South Wales and increased in other States, the net result being an appreciable aggregate increase. In some other industries margins have been somewhat increased since 1934. But in many there has been no appreciable change. Some of the increases have been met by re-organization of methods resulting in the employment of less labour. As Mr. Reddaway pointed out, between December, 1928, and September, 1936 (the last statistical quarter available) the index of average wages for adult males in Australia as a whole fell approximately 18 per cent. Over the same period the 'C' series for the six capital cities fell by about 16 per cent., disclosing an appreciable fall in the general average of real wages notwithstanding marginal increases. Furthermore, the construction of the index-number is such that it shows too high a figure at a time by increasing margins because of lack of proper weighting of the skilled and unskilled workers. If relationships between skilled and unskilled groups had been the same, weighting would have no influence. But when the groups which had received marginal increases were substantially in the minority weighting would appreciably alter the ascertaining of a general average. Up to the September quarter of 1936 it is therefore reasonable to conclude, so far as conclusions can be arrived

(1) 32 C.A.B., pp 614 and 744.

at from statistical data, that advance in the aggregate of real wages arising from marginal increases up to the first quarter of 1936 was problematic. Increases since that period probably have increased the average of real wages. But unless such an increase is substantial it should not bear much weight in fixing a basic wage level appropriate to present economic circumstances. The increases to skilled tradesmen in the Metal Trades industry, and presumably in other industries, were a long-delayed recognition of the disparity between the wages of skilled and unskilled workmen. Then again such increases did not raise the average earnings of those on or near the base rate. A substantial increase in the basic wage may compel temporary or permanent reconsideration of the higher margins. But that is a matter for the future.

HIGHER BASIC WAGE DESIRABLE.

"After grave consideration the conclusion arrived at is that the present degree of prosperity in the Commonwealth and the existing circumstances of industry make desirable appreciable increases in the basic wage.

DIFFERENTIAL INCREASES.

"But the question whether the increase should be of the same amount throughout the States is one of very serious importance. Hitherto the Court has assessed the basic wage so as to give it a substantially equal value in commodities in all the States, subject to slight modifications where it was thought that the advantages of an equal money wage in the various places covered by the particular award should prevail. The principle of equality in commodity value was appropriate for a basic wage, the main policy of which was to secure a particular standard of living for wage-earners whatever might be the conditions of the industry or district in which they were engaged. The establishment of such a standard was thought to be socially desirable. Even though some industries might find it difficult to provide the wage, it was nevertheless deemed to be better to impose upon them that wage standard, and if they could not naturally sustain it, either aid them in some other way or let them perish. The standard of living aimed at must always be limited by the productivity of the country generally and therefore inasmuch as the Court cannot differentiate between the wage-earners according to their dependants, the basic wage-earner with a large family must often suffer and see his family suffer lamentable deprivations. The Court has no power to remedy this evil. So far as the basic wage is imposed for the purpose of providing for fundamental needs it should be substantially uniform in real value. But where an addition is to be made to the basic wage because of prosperity which may not exist to the same degree nor at all in some States, or because of some economic purpose the desirability of which varies in different States, there is not the same reason for uniformity in the addition.

BASIS OF NEW BASIC WAGE.

"The wage assessed on the basis introduced in 1934 and now in force was regarded by the Court as closely approximating the equivalent of the then Harvester standard (without the 'Powers 3s.'). Adjusted as it now is by the 'C' series of index-numbers the present rate maintains that approximation. This 'needs' basic wage will continue, but with loading additions, because of present prosperity and of stabilizing reasons. These loading additions will not be uniform but are assessed in amount according to the circumstances of the State concerned. They will not be adjustable but constant. The amount of the 'needs' basic wage plus the respective loading will be the total basic wage for the purpose of the award in which they are prescribed.

"After considering the comparative suitability for industry of the different States, their industrial development, advantages, and handicaps, and the material submitted, in respect of South Australia particularly, the opinion was formed that the highest loading should be made for New South Wales, Victoria and Queensland and a lower loading for South Australia, Western Australia and Tasmania.

"South Australia financially is the weakest of the States and has only one highly developed manufacturing enterprise, motor body building, established in the days when a lower wage level to some extent balanced the disadvantages of distance from the eastern market.

"The result of imposing a basic wage which would bring South Australian wage costs to the same level as those of other States would probably accelerate the tendency to concentrate the motor industry in one of the eastern capitals. The Court is anxious not to take any action which of itself may disturb the present distribution of industrial activity amongst States.

"In the South Australian Railways it also seems likely that too high a rise in wage costs would probably result in curtailment of services which must outweigh benefits of increased nominal wages. Similar considerations apply to Tasmania and Western Australia.

"The loadings in cases where the basic wage is assessed on Six Capital or other combinations of index-numbers appear later herein.

PROVINCIAL RATES.

"As to the basic wage in provincial districts, generally speaking, the existing differentiation of 3s. between their rates and those of metropolitan districts will be continued.

FEMALE RATES.

"The minimum rates for adult females it is thought should be increased so as to be substantially in the same proportion to the new total basic wage as they bore to the present basic wage in the respective awards.

"COURT" SERIES OF INDEX-NUMBERS.

"The Commonwealth Statistician has informed the Court that there is much misunderstanding concerning the position of his Department in relation to the basic wage. Many people seem to think that because the index-numbers, which are used by this Court for purposes of adjustment, are compiled by the Statistician, he has some connexion with the fixation and adjustment of the wage. Inquiries are made of his Department as if it had some official supervision of the wage. Quite obviously conditions which create this impression are improper. Any custom or practice which engenders this false belief concerning his Department's functions should be abandoned. It is suggested that the Court should have prepared and issued its own series of retail price index-numbers to be used for adjustment of the basic wage in its awards, this Court series to be based upon and to correspond with the Statistician's "All Items" series, but to be specially numbered in a manner much more convenient for adjustment of the basic wage than any other series. This Court's series would be issued by the Court and not by the Statistician.

"The Court is also informed by the Statistician that he and the State Statisticians have decided that very soon the 'All Items' index-numbers, although compiled on the same material as at present, will be calculated to a different base. This would cause a change from the numbering in the present 'C' series and necessitate a consequential alteration in nearly all the Court's awards unless obviated by the Court in some way. For this reason, also, it is desirable that the Court should issue a retail price index series of its own, the numbering of which would remain the same, notwithstanding any change by the Statistician of the base to which his 'All Items'

index-numbers are calculated. As the Court will have to vary its awards in order to prescribe the new basic wage, it is a convenient time to introduce its own table and this will be done. The table will be prepared from the 'C' series as follows:—

"At present the Court's adjustable basic wage—the 'needs' basic wage as it has been termed herein—is assessed at such an amount that if the 'C' series number, for a quarter were 1,000 the corresponding 'needs' basic wage would be 81s. The Court's present table of wages is compiled on this basis. For the Court's own series the numbers will be obtained thus—The 'C' series number for the quarter in question will be multiplied by $\frac{81}{1,000} = 081$, and the first three numbers on the left of the product will be the corresponding number in the Court's series. That corresponding number will itself state in whole and decimal figures the number of shillings with current purchasing power equivalent to that of 81s. when the 'C' series index-number is 1,000."

The "basic" wage rates of the Federal Court operative on 1st December, 1938, for the chief localities shown are as follows, including the "loadings" referred to above viz. :—

	s.	d.		s.	d.
New South Wales—			South Australia—		
Sydney	81	0	Adelaide	76	0
Newcastle* ..	81	0	Five Towns	76	0
Broken Hill ..	82	0	Western Australia—		
Five Towns ..	81	0	Perth	76	0
Victoria—			Kalgoorlie	90	0
Melbourne	79	0	Geraldton	82	0
Geelong			Five Towns	77	0
Warrnambool ..			Tasmania—		
Mildura			Hobart	76	0
Yallourn	85	6	Launceston	75	0
Five Towns ..	79	0	Queenstown (a) ..	66	6
Queensland—			Five Towns	75	0
Brisbane	75	0	Thirty Towns	77	0
Five Towns ..	76	0	Six Capital Cities ..	78	0

* Based on Sydney. (a) Fixed rate.

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

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 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. The Board of Trade made numerous declarations during the period 1918 to 1925, its last declaration being that of 24th August, 1925. The Board of Trade 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 Commission was directed inter alia, "not more frequently than once in every six months to determine a standard of living and to declare . . . the living wages based upon such standard for adult male and female employees in the State." The Industrial Arbitration (Amendment) Act, 1932, directed the Commission within twenty-eight days from the end of the months of March and September to adjust the living wages so declared to accord with the increased or decreased cost of maintaining the determined standard. 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 that previously declared by the Board of Trade. The adult male rate was determined on the family unit of a man, wife and two children from 1914 to 1925; a man and wife only in 1927, with family allowances for dependent children; and a man, wife, and one child in 1929, with family allowances for other dependent children.

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

The variations in the living wage determined by the Industrial tribunals of New South Wales are shown below:—

Basic Wage Variations in New South Wales.

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

(a) Date from 1923 on same as for declaration of male rate

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

(c) Hereafter wages are fixed and adjusted quarterly in accordance with the practice of the Commonwealth Arbitration Court for details of which and latest rates see below.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 77, the Government of New South Wales decided to bring the State Basic Wage into line with the Federal rates ruling in the State, and secured an amendment of the Industrial Arbitration Act (No. 9 of 1937) to give effect thereto. The Act was passed on 7th October, 1937, and came into operation from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable and provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index Numbers, shortly known as the "Court" Series of Index Numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The rates for country towns were, with certain exceptions fixed at 3s. per week below the metropolitan rate; and Crown employees, as defined, received a "prosperity loading" of 5s. per week, as against the 6s. laid down for employees in outside industry. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act; to define boundaries within which the various rates are to operate; and to specify the appropriate "Court" Series retail price index numbers to which they are to be related.

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

The latest rates payable for the metropolitan area under this system of fixation and adjustment are £4 1s. per week for adult males, and £2 3s. 6d. for adult females, applicable from the first pay period commencing in December, 1938.

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

(ii) *Victoria*.—Up to October, 1934, no basic wage was 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 variations in retail prices. 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 "which such Boards are under the Factory and Shops Acts empowered to include in their determinations". The Act further provides for the Secretary for Labour to make adjustments of wages according to variations in retail price index-numbers without calling the Boards together for the purpose, in respect of all Determinations which include an adjustment clause.

The latest federal rate for Melbourne is 79s. per week for males operative from 1st December, 1938, and the female rate approximately 54 per cent. of that.

(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 wage was declared at £4 5s. per week for adult males, and £2 3s. 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 declarations of the Industrial Court are published in the Queensland Industrial Gazette and the various rates declared are as follows:—

Basic Wage Variations in Queensland.

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

(a) Fixed by Basic Wage Act.

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

(iv) *South Australia*.—The Industrial Code 1920 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 whenever 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 variations in the living wages determined by the Board of Industry are shown below :—

Basic Wage Variations in South Australia.

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

(v) *Western Australia*.—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1935, 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 1912-1935 provides that, before the 14th June in every year, the Court, of its own motion, shall determine and declare—(a) a "basic" wage to operate 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 an 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 one 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.

The variations in the annual declarations of the Court of Arbitration are shown in the following table:—

Basic Wage Variations in Western Australia.

Date of Operation.	Metropolitan Area.		South-West Land Division.		Gold-fields Areas and Other Parts of State.	
	Male.	Female.	Male.	Female.	Male.	Female.
1st July, 1926 ..	£ 5 0	£ 2 5 11	£ 5 0	£ 2 5 11	£ 5 0	£ 2 5 11
1st July, 1929 ..	4 7 0	2 7 0	4 7 0	2 7 0	4 7 0	2 7 0
1st July, 1930 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
1st July, 1931 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
1st July, 1932 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
1st July, 1933 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
1st July, 1934 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
1st July, 1935 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
1st July, 1936 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
1st July, 1937 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
26th July, 1937 (b) ..	3 14 11	2 0 5	3 15 10	2 0 11	4 7 0	2 7 0
1st July, 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
30th July, 1938 (b) ..	4 1 1	2 3 9	4 2 2	2 4 4	4 15 2	2 11 5

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

(b) Quarterly adjustment.

(vi) *Tasmania*.—No State basic wage is 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. The latest Federal rate for Hobart is £3 16s. operative from 1st March, 1938.

(vii) *Rates Prescribed*.—The "basic" wage rates for the metropolitan areas of State industrial tribunals at present in force are summarized 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) 4 1 0	£ s. d. 2 3 6	1.12.38	Man, wife, and child
Victoria ..	(b)	(b)	(b)	(b)
Queensland ..	(c) 4 1 0	2 3 0	1.4.38	Man, wife, and three children
South Australia ..	3 18 0	1 18 0	5.1.39	" " " "
Western Australia ..	(d) 4 1 1	2 3 9	30.7.38	" " two "
Tasmania ..	(b)	(b)	(b)	(b)

(a) Plus child allowances. Country rates for males are generally speaking 3s. below the metropolitan rate, and the female rate 5s. per cent. of the resultant rate.

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

(c) Allowances are added as follows for country districts:—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females.

(d) Metropolitan area. "Basic" wage for country districts (including gold-fields areas), excepting the S.W. Land Division—males, £4 15s. 2d.; females, £2 11s. 5d. Agricultural Areas and S.W. Land Division—males, £4 2s. 2d.; females, £2 4s. 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 carried out, owing largely to the marked advance of the amounts suggested over ruling rates* and the grave doubts expressed as to the ability of industry to pay such rates.

5. **Child Endowment.**—(i) *General.*—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age has assumed importance in Australia, 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

* 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.

been amended during subsequent years, provided for the payment of child allowances. These allowances were paid as from 23rd July, 1927. 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 to 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 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 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 the Special Income and Wages Tax (see p. 118), which is also used for other social services.

(iii) *Commonwealth Public Service.*—The first system of child endowment in Australia was instituted within the Commonwealth Public Service. It came into operation on 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay 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 on salary plus allowance. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers are themselves providing the fund from which the allowance is paid. The deduction was originally £11 per annum, but is now £12. The payment 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 IV.—EMPLOYMENT.

§ 1. Industrial Disputes.

I. 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.

* 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.