

Wholesale Price Index-Numbers—Basic Materials and Foodstuffs, 1928 to September, 1941—continued.

(Base of each Group : Year 1928 = 1,000.)

Period.	Metals and Coal	Oils, Fats and Waxes.	Textiles.	Chemicals.	Rubber and Hides	Building Materials.	Food-stuffs and Tobacco.	Goods principally Imported.	Goods principally Home Produced.	All Groups
1940—										
January ..	828	1,099	782	922	939	1,132	959	1,232	869	958
February ..	829	1,100	755	923	953	1,193	965	1,247	874	966
March ..	832	1,143	771	923	945	1,194	977	1,263	886	979
April ..	848	1,155	780	924	923	1,196	1,001	1,272	905	995
May ..	834	1,278	780	924	941	1,194	1,013	1,326	914	1,015
June ..	834	1,283	775	923	922	1,279	1,000	1,349	905	1,014
July ..	834	1,284	773	1,006	913	1,279	1,001	1,358	904	1,015
August ..	834	1,279	793	1,014	911	1,351	1,014	1,370	920	1,030
September ..	834	1,276	775	1,011	912	1,351	1,021	1,365	925	1,033
October ..	840	1,286	786	1,012	919	1,353	1,023	1,395	921	1,037
November ..	840	1,286	784	1,019	965	1,351	992	1,359	904	1,023
December ..	840	1,290	788	1,019	960	1,351	1,011	1,406	912	1,033
1941—										
January ..	846	1,289	780	1,020	948	1,346	1,017	1,406	917	1,037
February ..	847	1,287	788	1,020	941	1,347	978	1,412	887	1,016
March ..	847	1,298	803	1,022	950	1,347	970	1,422	883	1,012
April ..	856	1,329	812	1,022	973	1,347	972	1,433	888	1,021
May ..	858	1,329	828	1,022	1,024	1,371	971	1,454	885	1,025
June ..	858	1,330	830	1,022	979	1,371	974	1,456	886	1,025
July ..	884	1,331	812	1,022	983	1,374	1,008	1,471	910	1,047
August ..	887	1,355	822	1,042	982	1,374	1,037	1,481	933	1,068
September ..	917	1,377	831	1,123	982	1,374	1,051	1,532	942	1,087

CHAPTER III.—WAGES.

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

1. **General.**—Particulars regarding operations under the Commonwealth and State Laws 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. **Laws Regulating Industrial Matters.**—The Laws in force regulating rates of wage, hours of labour, and working conditions generally in both Commonwealth and State jurisdictions are as follows :—

COMMONWEALTH.

- Commonwealth Conciliation and Arbitration Act 1904-1934.
- National Security Act 1939-1940 and certain Regulations made thereunder.
- Arbitration (Public Service) Act 1920-1934.
- Industrial Board Ordinance, 1936-1940 (Australian Capital Territory).

STATES.

- New South Wales .. Industrial Arbitration Act 1940 (Consolidated).
- Victoria .. Factories and Shops Act 1928-1939.
- Queensland .. Industrial Conciliation and Arbitration Act 1932-1938.
- South Australia .. The Industrial Code 1920-1937.
- Western Australia .. Industrial Arbitration Act 1912-1937.
- Tasmania .. Wages Board Act 1920-1938.

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 Regulations covered by Statutory Rules, 1940, No. 290, are to be construed as if their provisions were incorporated in the Commonwealth Conciliation and Arbitration Act. They are designed to secure during the period of the war the prompt settlement of industrial disputes occurring or likely to occur to the detriment of the war effort. The Regulations considerably extend the powers of and facilitate the handling of disputes by the Court.

Wages, hours of labour and working conditions in the Commonwealth Public Service are regulated by the Commonwealth Public Service Arbitrator, under powers conferred by the Arbitration (Public Service) Act 1920-1934. 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 six Judges. Subsidiary tribunals are the Conciliation Commissioner; the Apprenticeship Commissioner; Conciliation Committees; and Apprenticeship Councils constituted for particular industries. Each Conciliation Committee consists of the Conciliation Commissioner as chairman and equal representatives of employers and employees. The Apprenticeship Commissioner and the members of the Conciliation Committee for an industry constitute the Apprenticeship Council for the industry. These subsidiary tribunals may make awards binding on industries, but an appeal to the Industrial Commission may be made against any award. Compulsory control commenced in 1901, after the 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 County 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.

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

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

(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 1936 to 1940.

Awards and Determinations Made and Industrial Agreements Filed.

State.	1936.		1937.		1938.		1939.		1940.	
	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	52	39	63	49	64	38	64	17	70	22
Victoria	141	..	122	..	99	..	173	..	170	..
Queensland	61	37	46	42	38	38	50	25	34	45
South Australia	22	17	42	16	6	4	18	7	53	7
Western Australia .. .	24	26	35	32	28	31	20	25	31	22
Tasmania .. .. .	..	..	43	..	26	..	18	..	18	..
Commonwealth Court ..	32	13	38	11	31	13	31	21	25	13
Commonwealth Public Service Arbitrator	2	..	3	..	3	..	1	..	1	..
Total	356	132	391	143	295	124	375	95	402	108

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 1,808 in 1940 compared with 1,861 in 1939, and were distributed as follows:—New South Wales, 1,129; Victoria, 252; Queensland, 54; South Australia, 139; Western Australia, 16; Commonwealth Court, 192, and the Commonwealth Public Service Arbitrator, 26. In 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.

The registration of industrial agreements is not provided for under the Victorian and Tasmanian Acts, but agreements filed under the provisions of the Commonwealth Conciliation and Arbitration Act are in operation within those States.

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 31st December, 1940, was 1,706, and the industrial agreements filed at the same date numbered 705. Including the operations under the Commonwealth Arbitration Acts the number of awards or determinations and industrial agreements in force increased by 1,131 and 304 respectively over the number in force at 31st December, 1913.

With reference to the number of industrial awards and registered industrial agreements in force at the end of any period, awards and determinations made by both State and Commonwealth tribunals generally continue in force after the term of operation mentioned therein has expired, until rescinded or superseded by a subsequent order or award. Section 28 (2) of the Commonwealth Conciliation and Arbitration Act provides that, after the expiration of the period specified, the award shall, unless the Court otherwise orders, continue in force until a new award has been made; provided that, where in pursuance of this sub-section an award has continued in force after the expiration of the period specified in the award, any award made by the Court for the settlement of a new industrial dispute between the parties may, if the Court so orders, be made retrospective to a date not earlier than the date upon which the Court first had cognizance of that dispute. In the Industrial Code of South Australia, Section 47 (2), and in legislation for other States, similar provisions are in force. All industrial agreements continue in force after the expiration of the term mentioned until rescinded or superseded by a subsequent agreement or order. The Tasmanian Wages Board Act, 1934 repealed Part IV. of the Principal Act providing for industrial agreements and all such agreements ceased to operate from the commencement of the Act unless an agreement existed in a trade to which no determination of a Board was applicable, in which case the agreement remained in force until its expiry or until a determination was made.

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, 1940.

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	386 (b)	575 (c)	401
" " 1915	573	498	663	546
" " 1925	575	524	1,181	607
" " 1936	660	583	1,443	611
" " 1937	660	583	1,568	655
" " 1938	678	610	1,637	696
" " 1939	686	624	1,686	673
" " 1940	678	625	1,706	705

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

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 1940 :—

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

Particulars.	At 31st Dec.	Commonwealth.								Total.
		Court.	Pub. Ser. Arb.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	
Industrial and Wages— Boards authorized ..	{ 1913 .. ..	..	..	216	135	75	56	..	23	505
	{ 1940 .. ..	..	..	(a) 323	190	..	76	29	60	678
Boards which have made determinations	{ 1913 .. ..	..	..	123	123	74	47	..	19	386
	{ 1940 .. ..	..	..	(b) 280	189	..	67	29	60	625
Awards and Determinations— In force	{ 1913	17	..	265	127	73	54	18	21	575
	{ 1940	209	53	582	215	275	134	178	60	1,706
Industrial Agreements— In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1940	128	..	161	..	164	56	196	..	705
Commonwealth Court Awards— Number in force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1940 .. ..	..	..	129	158	66	118	47	88	..
Commonwealth Agree- ments— Number in force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1940 .. ..	..	..	25	46	21	15	14	37	..
Commonwealth Public Service Arbitrator— Number of Deter- minations in force in each State ..	1940 .. ..	..	..	47	43	37	40	37	36	..

(a) Under Industrial Arbitration Act 1926, Conciliation Committees have been appointed, and at the end of 1940, 330 Committees were in operation. (b) Includes 13 Demarcation Boards.

6. **New Legislation and Special Reports.**—Information concerning the main provisions of the various Industrial Acts in force throughout Australia 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 1940 :—

(i) *Commonwealth Conciliation and Arbitration Court.*—The number of awards made by the Commonwealth Court during 1940 was 25, and 13 industrial agreements were filed under the provisions of the Act. Among the industries and occupations for which awards were made during the year were :—Timber workers, &c., New South Wales, Victoria, South Australia and Tasmania ; Ship repairing, New South Wales, Victoria, Queensland and South Australia ; Engine driving, New South Wales, Victoria, South Australia and Tasmania ; Journalists, all States ; Felt hatting, New South Wales and Victoria ; Manufacturing grocers, Victoria and South Australia ; Storemen and packers, South Australia and Tasmania ; Transport workers, Victoria and South Australia.

Industrial agreements covering the undermentioned industries were also made during the year :—Fruit picking, New South Wales ; flour milling, Tasmania ; munition making, New South Wales ; theatrical and amusement, New South Wales and Victoria ; radio announcers and broadcasters, all States ; local government, Victoria, Queensland and Tasmania ; waterside workers, Queensland ; marine and power engineers, Western Australia ; tram and motor omnibus employees, 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", appeared in 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 which the Court brought up to the December quarter, 1933, by means of the "All Items" ("C" series) index-numbers of this Bureau. A full account of the judgment appeared on pp. 76-82 of Report No. 26.

In May, 1937, the Court heard a claim by the combined unions for an increase in the basic wage, details of which will be found on page 70 of this Report.

In August, 1940, the Full Court heard an application by the Combined Unions for an increase in the Basic Wage, details of which, and the Judgment, will be found on page 71.

(ii) *New South Wales.*—During the year 1940 the number of Conciliation Committees established under the Industrial Act was 14, the number which expired, were dissolved or were no longer operative was 8, and at the end of the year 330 Committees were in force. In addition, 323 Industrial Boards constituted under the Act 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 47, by Conciliation Committees, 21, and by Apprenticeship Councils, 2. The number of subsidiary awards and variations issued during the year was 1,129, of which 41 were made by the Industrial Commission, 92 by Conciliation Committees, 5 by Apprenticeship Councils and 991 by the Industrial Registrar. At the end of the year principal awards in force numbered 582, and industrial agreements, 161.

Declarations of the Basic Wage made by the Industrial Commission will be found on page 74.

The Industrial Arbitration (Amendment) Act 1939, which was passed during the year, authorizes the Industrial Commission of New South Wales to fix maximum prices for bricks and certain other commodities where, by reason of the existence of monopolies or of certain contracts, agreements, understandings or arrangements the prices of those commodities are regulated or controlled and are excessive. It also transfers powers under Section 82 from the Board of Trade to the Industrial Commission.

(iii) *Victoria*.—Wages Boards made 170 determinations during the year, the number including determinations which were reviewed more than once during the twelve months. At 31st December, 1940, 215 determinations were considered to be legally in force.

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.

No legislation of industrial import was passed in 1940.

(iv) *Queensland*.—Thirty-four industrial awards were made during the year, all of which were awards of the Industrial Court. The number of industrial agreements filed was 45, and variations of awards numbered 53. At the end of the year, 275 awards and 164 industrial agreements were in force.

On page 76 will be found particulars of variations in the basic wage determined by the Industrial Court.

Industrial legislation passed during the year comprised the Inspection of Machinery Acts and another Act Amendment Act of 1939 and Workers' Compensation Acts and another Act Amendment Act of 1939.

(v) *South Australia*.—The Industrial Court made sixteen awards during the year and 37 determinations were made by Industrial Boards. Seven industrial agreements were filed. The number of awards and determinations varied by the Court or Industrial Boards was 139.

At the end of the year 134 awards and determinations and 56 industrial agreements were in force.

Particulars of variations in the "Living Wage" determined by the Board of Industry will be found on page 77.

No legislation of industrial interest was passed in 1940.

(vi) *Western Australia*.—During the year, the Industrial Court made thirty-one awards, but no awards were made by various Industrial Boards. Twenty-one industrial agreements were filed under the provisions of the

State Act during 1940. Fourteen awards and one industrial agreement were varied. At the end of the year there were 178 awards and 196 agreements in force.

Declarations of the basic wage made by the Industrial Court are referred to on page 78.

Industrial legislation passed during the year comprised the Factories and Shops Act, Amendment Act, 1939 relating to the trading hours for sellers of motor spirit, oil or accessories and the Profiteering Prevention Act, 1939.

(vii) *Tasmania*.—During the year, Wages Boards made eighteen determinations. Among the industries and callings covered by the determinations made were the following:—Butchers; hotelkeepers; marine boards; bakers; mining (lead-zinc); builders; paper and paper pulp; and plumbers.

The Wages Board 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 sixty-two determinations were in force.

No legislation of industrial interest was passed in 1940.

(viii) *Commonwealth Public Service Arbitrator*.—During 1940, the Arbitrator made one new determination and varied 26 existing determinations.

(ix) *Australian Capital Territory*.—The regulation of industrial matters in the Territory under a local Industrial Board commenced in the year 1922.

In accordance with the Industrial Board Ordinance 1936–1940 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.

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.

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. Adjustments in accordance with the variations of the "C" Series Index-Numbers starting with a newly-declared basic wage for an unskilled labourer of 95s. 6d. (which came into operation on 10th October, 1941) replaced those under the "A" Series as from 1st November, 1941, and quarterly thereafter. The rate remained at 95s. 6d. on the last mentioned date.

§ 2. Rates of Wage and Hours of Labour.

1. **General.**—The collection of data respecting the nominal rates of wage payable in different callings and in occupations in various industries carried on in each State was first undertaken by this Bureau in the early part of the year 1913. Owing to the difficulty of ascertaining reliable particulars of the numbers of apprentices, improvers and other juvenile workers to whom progressive rates of wage fixed 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 in each State was computed by taking the arithmetical average‡ of the rates of wage payable for all classified occupations within that group. It is not claimed that the results obtained

* An "A" series index-number for Canberra was specially continued for the purposes of these adjustments.

† The adopted classification of industries is shown on page ii.

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

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 subsequent 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 included of the weekly rates of wage in respect of 930 specific occupations. The aggregate collection for the six States amounted to 4,256 adult occupations (3,948 male, and 308 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.

2. **Adult Male Weekly Wages—States, 1914–1940.**—The following table shows the weighted average nominal weekly rates of wage payable to adult male workers at the dates specified 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) :—

Weekly Wage Rates : Adult Males, States.

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.
No. of Occupations Included.	874	909	627	567	489	482	5,946

RATES OF WAGE.

	s. d.	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	55 3	55 3
30th September, 1929	103 6	101 1	101 4	97 5	100 8	94 7	101 5	101 5
31st December, 1932	84 11	77 10	88 5	72 7	81 9	78 0	81 10	81 10
" " 1933	81 11	77 0	88 1	73 5	81 4	78 0	80 6	80 6
" " 1934	83 2	78 8	88 9	75 6	84 1	79 7	82 0	82 0
" " 1935	84 2	79 9	88 5	77 11	86 7	81 0	83 0	83 0
" " 1936	85 6	83 1	88 7	70 6	90 7	83 3	85 0	85 0
" " 1937	92 1	88 1	92 8	85 10	93 1	87 0	90 4	90 4
" " 1938	95 0	91 2	95 10	87 1	99 1	88 5	93 5	93 5
" " 1939	96 7	93 6	97 5	88 11	100 6	89 5	95 3	95 3
31st March, 1940	96 11	94 0	97 5	89 0	101 0	90 11	95 6	95 6
30th June, 1940	97 9	94 9	97 5	89 4	101 7	92 0	96 1	96 1
30th September, 1940	99 5	96 7	97 6	90 3	103 9	91 9	97 7	97 7
31st December, 1940	99 7	97 0	97 9	92 11	104 0	94 7	98 1	98 1

INDEX-NUMBERS.

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

30th June, 1914	1,091	1,059	1,030	1,060	1,225	1,026	1,079	1,079
30th September, 1929	2,020	1,973	1,977	1,901	1,964	1,846	1,979	1,979
31st December, 1932	1,657	1,518	1,726	1,416	1,595	1,523	1,597	1,597
" " 1933	1,598	1,502	1,718	1,433	1,587	1,522	1,570	1,570
" " 1934	1,623	1,534	1,732	1,473	1,640	1,552	1,599	1,599
" " 1935	1,642	1,555	1,725	1,520	1,689	1,581	1,620	1,620
" " 1936	1,668	1,621	1,729	1,552	1,768	1,625	1,659	1,659
" " 1937	1,797	1,719	1,803	1,674	1,816	1,697	1,763	1,763
" " 1938	1,854	1,780	1,870	1,700	1,933	1,725	1,823	1,823
" " 1939	1,885	1,825	1,900	1,735	1,982	1,745	1,858	1,858
31st March, 1940	1,890	1,835	1,901	1,737	1,971	1,773	1,864	1,864
30th June, 1940	1,907	1,849	1,901	1,744	1,972	1,776	1,875	1,875
30th September, 1940	1,939	1,884	1,903	1,761	2,025	1,791	1,903	1,903
31st December, 1940	1,943	1,892	1,908	1,812	2,029	1,807	1,913	1,913

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

3. **Adult Male Weekly Wages—Australia—Industrial Groups, 1914–1940.**—The following table shows for Australia (a) the weighted average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at the dates specified. Index-numbers are also given for each industrial group with the average for all groups for the year 1911 as base (= 1,000) :—

Weekly Wage Rates: Adult Males, Industrial Groups.

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.														All Industrial Groups.
	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.	
RATES OF WAGE.															
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
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
30th September, 1929	104 8	103 11	101 1	100 0	119 3	102 7	113 5	110 6	105 2	97 8	106 7	95 10	93 5	97 0	101 5
31st December, 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
" " 1933	82 8	81 4	83 3	76 7	97 6	79 5	92 3	97 0	80 4	76 0	80 0	71 11	74 10	77 5	80 6
" " 1934	85 4	83 2	83 3	79 11	99 6	81 4	93 8	97 7	82 8	78 9	84 3	73 1	75 9	78 7	82 0
" " 1935	86 8	85 3	85 3	80 9	100 11	83 0	94 1	99 11	84 9	80 1	85 2	73 4	76 8	79 6	83 0
" " 1936	88 3	86 10	87 3	81 4	104 4	85 2	95 7	101 0	86 0	81 8	86 8	75 9	79 1	82 2	85 0
" " 1937	95 1	94 11	92 6	89 0	108 7	91 3	101 7	104 11	92 4	88 3	95 6	78 9	85 3	87 6	90 4
" " 1938	98 2	97 8	95 2	91 9	112 0	94 4	104 6	108 2	95 5	91 7	97 6	82 3	88 3	90 5	93 5
" " 1939	100 1	99 3	96 9	93 2	114 3	95 8	106 5	109 1	96 6	92 10	98 6	84 0	89 11	92 10	95 3
31st March, 1940	100 3	99 6	96 11	93 4	114 5	96 0	107 1	109 6	97 0	93 2	99 8	84 5	90 2	93 0	95 6
30th June, 1940	100 11	100 3	97 5	94 2	115 0	96 9	107 9	109 10	97 5	94 4	99 8	84 7	90 10	93 11	96 1
30th September, 1940	102 10	102 2	99 1	94 11	116 0	98 7	109 7	110 6	99 4	96 0	101 6	85 5	92 3	95 9	97 7
31st December, 1940	102 11	102 5	99 3	96 4	116 0	99 0	109 11	111 10	100 3	96 3	102 6	85 8	93 0	96 3	98 1

RATES OF WAGE AND HOURS OF LABOUR.

INDEX-NUMBERS.

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

30th June, 1914	1,154	1,116	1,077	1,031	1,243	1,086	1,275	1,267	1,164	997	948	964	918	1,050	1,079
30th September, 1929	2,042	2,028	1,973	1,950	2,327	2,001	2,214	2,157	2,052	1,905	2,079	1,870	1,823	1,893	1,979
31st December, 1932	1,627	1,589	1,642	1,507	1,918	1,572	1,833	1,916	1,527	1,527	1,552	1,458	1,492	1,540	1,597
" " 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
" " 1934	1,664	1,623	1,633	1,559	1,942	1,587	1,828	1,904	1,573	1,537	1,652	1,431	1,478	1,532	1,599
" " 1935	1,691	1,663	1,664	1,576	1,969	1,619	1,836	1,949	1,653	1,562	1,661	1,431	1,496	1,552	1,620
" " 1936	1,722	1,694	1,702	1,587	2,035	1,661	1,866	1,971	1,677	1,593	1,690	1,478	1,543	1,603	1,659
" " 1937	1,855	1,852	1,805	1,737	2,119	1,780	1,982	2,046	1,862	1,722	1,863	1,537	1,663	1,707	1,763
" " 1938	1,916	1,906	1,857	1,790	2,185	1,840	2,039	2,111	1,862	1,787	1,901	1,604	1,720	1,764	1,823
" " 1939	1,953	1,936	1,888	1,817	2,229	1,867	2,076	2,142	1,884	1,812	1,922	1,639	1,755	1,811	1,858
31st March, 1940	1,956	1,942	1,891	1,822	2,233	1,874	2,090	2,136	1,893	1,818	1,944	1,648	1,760	1,814	1,864
30th June, 1940	1,970	1,957	1,901	1,838	2,244	1,888	2,103	2,143	1,901	1,840	1,945	1,650	1,772	1,833	1,875
30th September, 1940	2,004	1,993	1,933	1,851	2,263	1,923	2,138	2,155	1,938	1,873	1,980	1,666	1,799	1,868	1,903
31st December, 1940	2,008	1,998	1,937	1,880	2,264	1,931	2,145	2,182	1,957	1,878	2,001	1,671	1,815	1,878	1,913

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

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

4. **Adult Female Weekly Wages—States, 1914-1940.**—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 dates specified. Index-numbers are also given for each State with the average for Australia at the 30th April, 1914, as base (=1,000).

Weekly Wage Rates : Adult Females, States.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914 ..	26 9	27 4	27 0	24 1	37 4	25 10	27 2
30th September, 1929 ..	54 1	54 1	54 10	51 3	58 10	53 7	54 2
31st December, 1932 ..	44 8	43 0	46 9	40 11	49 7	43 4	44 3
" " 1933 ..	43 2	42 9	46 9	41 0	48 4	43 2	44 3
" " 1934 ..	44 3	43 9	47 8	42 11	49 1	44 1	44 5
" " 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
" " 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5
" " 1937 ..	50 2	49 2	51 4	46 10	51 0	48 6	49 8
" " 1938 ..	51 10	50 7	53 6	47 9	54 4	49 8	51 1
" " 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
31st March, 1940 ..	53 3	51 11	55 2	49 7	55 8	51 10	52 9
30th June, 1940... ..	53 9	52 5	55 5	49 11	55 8	52 1	53 2
30th September, 1940 ..	54 5	52 11	55 6	50 1	57 6	52 5	53 9
31st December, 1940 ..	54 9	53 5	56 0	52 1	57 6	53 1	(a)54 3

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
30th September, 1929 ..	1,992	1,989	2,020	1,887	2,165	1,973	1,992
31st December, 1932 ..	1,644	1,583	1,720	1,505	1,826	1,595	1,624
" " 1933 ..	1,589	1,573	1,720	1,510	1,778	1,587	1,589
" " 1934 ..	1,628	1,609	1,755	1,521	1,808	1,623	1,636
" " 1935 ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
" " 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
" " 1937 ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
" " 1938 ..	1,907	1,862	1,969	1,758	2,000	1,828	1,887
" " 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
31st March, 1940 ..	1,960	1,909	2,031	1,826	2,049	1,909	1,940
30th June, 1940... ..	1,978	1,929	2,039	1,838	2,049	1,917	1,957
30th September, 1940 ..	2,004	1,948	2,043	1,843	2,116	1,930	1,977
31st December, 1940 ..	2,016	1,966	2,060	1,916	2,116	1,954	1,996

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

5. Adult Female Weekly Wages—Australia—Industrial Groups, 1914-1940.—The following table shows for Australia (a) the weighted 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 the dates specified. Index-numbers are also given for each industrial group with the average for all groups at 30th April, 1914, as base (= 1,000).

Weekly Wage Rates: Adult Females, Industrial Groups.

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

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.

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	22 6	24 9	26 11	31 1	30 2	27 2
30th September, 1929	49 5	54 6	53 11	55 1	53 4	54 2
31st December, 1932	41 0	42 4	44 2	46 2	47 0	44 2
" " 1933	40 6	41 11	43 5	43 4	45 11	43 5
" " 1934	40 8	43 6	44 2	45 11	47 2	44 5
" " 1935	42 1	44 2	44 8	46 3	46 5	45 0
" " 1936	43 1	44 9	45 8	47 1	50 9	46 5
" " 1937	45 7	46 1	49 1	51 1	53 9	49 8
" " 1938	47 1	49 9	50 6	52 11	54 6	51 2
" " 1939	48 9	50 9	51 11	54 5	56 8	52 8
31st March, 1940	48 9	50 10	52 0	54 6	56 8	52 9
30th June, 1940	49 1	51 4	52 5	54 8	57 1	53 2
30th September, 1940	49 11	51 8	53 6	55 6	57 7	53 9
31st December, 1940	50 0	52 6	53 8	55 10	57 11	54 3

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
30th September, 1929	1,819	2,006	1,984	2,029	1,961	1,992
31st December, 1932	1,508	1,559	1,625	1,700	1,730	1,624
" " 1933	1,491	1,542	1,599	1,594	1,691	1,599
" " 1934	1,497	1,601	1,626	1,689	1,737	1,636
" " 1935	1,549	1,625	1,645	1,701	1,708	1,655
" " 1936	1,585	1,646	1,680	1,734	1,867	1,708
" " 1937	1,677	1,770	1,815	1,880	1,952	1,828
" " 1938	1,732	1,841	1,869	1,947	2,001	1,887
" " 1939	1,795	1,869	1,910	2,003	2,085	1,938
31st March, 1940	1,795	1,871	1,914	2,004	2,085	1,940
30th June, 1940	1,808	1,890	1,930	2,013	2,101	1,957
30th September, 1940	1,838	1,902	1,970	2,044	2,120	1,977
31st December, 1940	1,841	1,932	1,975	2,056	2,132	1,996

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

6. Hours of Labour and Hourly Rates of Wage, 31st December, 1940.—

(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, namely, the rate of wage per hour in industrial groups in each State and in all States. In the Appendix (Sections IV. and V.) details are given of the number of hours worked per week in the various industries. The following tables 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 average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at 31st December, 1940 :—

Weekly and Hourly Wage Rates : Adult Males, Industrial Groups.

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1940.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Australia. (a)
I. Wood, Furniture, etc. ...	Weekly Wage	105/9	100/9	104/3	98/0	103/1	97/10	102/11
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/4½	2/3½	2/4½	2/2½	2/4	2/2½	2/4
II. Engineering, Metal Works, etc. ...	Weekly Wage	103/10	101/3	102/6	99/3	105/11	101/6	102/5
	Working Hours	44.00	44.18	44.00	44.56	44.00	45.18	44.15
	Hourly Wage	2/4½	2/3½	2/4	2/2½	2/5	2/3	2/3½
III. Food, Drink, etc. ...	Weekly Wage	102/4	96/6	98/8	96/5	102/2	95/10	99/3
	Working Hours	44.00	44.59	43.96	45.12	45.28	44.68	44.34
	Hourly Wage	2/4	2/2	2/3	2/1½	2/2½	2/1½	2/2½
IV. Clothing, Boots, etc. ...	Weekly Wage	95/3	95/6	100/0	100/0	102/10	93/2	96/4
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/2	2/2	2/3½	2/3½	2/4	2/1½	2/2½
V. Books, Printing, etc. ...	Weekly Wage	122/6	112/2	110/3	105/8	131/3	105/10	116/2
	Working Hours	43.38	43.39	43.20	43.68	42.72	43.35	43.35
	Hourly Wage	2/19	2/7	2/6½	2/5	3/0½	2/5½	2/8½
VI. Other Manufacturing ...	Weekly Wage	102/5	95/5	97/11	97/11	101/9	96/4	99/0
	Working Hours	43.98	44.92	43.97	44.70	44.08	44.18	44.39
	Hourly Wage	2/4	2/1½	2/2½	2/2½	2/3½	2/2½	2/2½
VII. Building ...	Weekly Wage	114/6	109/2	104/7	105/10	107/3	103/2	110/2
	Working Hours	43.66	44.00	40.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/7½	2/5½	2/7½	2/4½	2/5½	2/4½	2/6½
VIII. Mining(b) ...	Weekly Wage	115/2	102/11	111/10	71/6	125/3	102/1	117/10
	Working Hours	41.94	42.14	42.40	43.79	40.54	43.54	41.97
	Hourly Wage	2/9	2/5½	2/7½	1/7½	3/1	2/4½	2/8
IX. Rail and Tram Services ...	Weekly Wage	101/1	99/8	99/4	95/2	101/0	93/5	99/8
	Working Hours	44.00	44.00	44.00	46.00	43.79	45.71	44.21
	Hourly Wage	2/3½	2/3½	2/3	2/0½	2/3½	2/0½	2/3
X. Other Land Transport ...	Weekly Wage	100/10	93/2	96/1	86/4	90/4	90/11	96/3
	Working Hours	44.00	44.27	44.00	44.73	45.25	44.00	44.21
	Hourly Wage	2/3½	2/1½	2/2½	1/11½	2/2½	2/0½	2/2½

(a) Weighted Average.
centres in each State.

(b) Average rates of wage and hours prevailing at the principal mining centres in each State.
(c) Excludes District Allowances in the gold-mining industry.

Weekly and Hourly Wage Rates: Adult Males, Industrial Groups—continued.

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1940—continued.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (a)
XI. Shipping, etc.	Weekly Wage(b)	102/9	102/7	100/0	104/9	103/8	102/6	102/6
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(c)	81/10	86/6	90/4	81/8	91/7	87/4	85/5
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc.	Weekly Wage(c)	95/5	93/6	90/4	92/4	92/3	72/11	93/0
	Working Hours	44.00	44.43	44.00	48.00	44.00	44.00	44.40
	Hourly Wage(c)	2/2	2/14	2/04	1/11	2/14	1/8	2/14
XIV. Miscellaneous	Weekly Wage	98/10	96/0	95/5	90/9	96/7	87/0	96/3
	Working Hours	44.00	44.83	44.00	46.00	47.23	40.50	44.74
	Hourly Wage	2/3	2/11	2/2	1/11	2/04	1/104	2/11
All Groups(a)	Weekly Wage	99/7	97/0	97/9	92/11	104/0	92/7	98/1
All Groups excepting XI and XII.(a)	Weekly Wage	103/7	98/11	100/5	94/6	106/8	94/4	101/1
	Working Hours	43.70	44.28	43.40	45.23	44.09	44.92	44.04
	Hourly Wage	2/44	2/24	2/31	2/1	2/5	2/14	2/34

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

(iii) *Adult Females*.—The following table shows the average nominal weekly and hourly rates of wage payable to adult female workers and the weekly hours of labour at 31st December, 1940:—

Weekly and Hourly Wage Rates: Adult Females, Industrial Groups.

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1940.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (a)
III. Food, Drink, etc.	Weekly Wage	51/1	50/4	46/5	46/3	46/1	51/0	50/0
	Working Hours	44.00	44.00	44.33	44.00	44.00	44.00	44.00
	Hourly Wage	1/2	1/14	1/04	1/04	1/04	1/2	1/14
IV. Clothing, Boots, etc.	Weekly Wage	52/3	51/5	55/0	55/0	54/2	52/1	52/6
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	1/24	1/2	1/3	1/3	1/24	1/24	1/24
I., II., V., & VI. All other Manufacturing	Weekly Wage	51/6	53/10	50/7	53/3	..	53/0	53/8
	Working Hours	44.00	44.00	44.00	44.00	..	44.00	44.00
	Hourly Wage	1/2	1/34	1/14	1/24	..	1/24	1/24
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	54/0	/0	55/7	47/10	61/2	55/9	55/10
	Working Hours	43.38	44.00	44.00	46.22	44.00	44.00	43.95
	Hourly Wage(b)	1/3	1/4	1/34	1/04	1/44	1/34	1/34
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	61/11	54/10	60/6	50/0	..	..	57/11
	Working Hours	44.00	45.00	44.00	48.00	..	..	44.78
	Hourly Wage	1/5	1/24	1/44	1/04	..	..	1/34
All Groups(a)	Weekly Wage	54/9	53/5	56/0	52/1	57/6	53/1	54/3
	Working Hours	43.88	44.19	44.01	45.47	44.00	44.00	44.15
	Hourly Wage	1/3	1/24	1/34	1/14	1/34	1/24	1/24

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

7. **Adult Male Weekly Wages—States, 1891 to 1940.**—The following table shows the weighted average nominal weekly rates of wage payable to adult male workers in each State from 1891 to 1940. The wages given in this table relate to the 31st December in each year. Index-numbers are also given for each State with the average for Australia in 1911 as base (= 1,000).

Weekly Wage Rates: Adult Males, States.

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

State.	1891.	1901.	1911.	1914.	1920.	1929.	1934.	1935.	1936.	1937.	1938.	1939.	1940.									
RATES OF WAGE.																						
N.S. Wales	44	143	115	51	556	294	0	102	11	83	284	2	85	6	92	195	0	96	7	99	7	
Victoria	40	540	950	654	786	1101	1	78	879	9	83	1	88	391	293	5	92	0				
Queensland	46	646	251	153	591	6101	2	88	988	5	88	7	92	895	1097	5	97	9				
S. Australia	41	742	051	1134	582	8	97	0	75	677	11	79	6	85	1087	188	11	92	11			
W. Australia	52	453	1159	062	1089	9	100	7	84	186	7	90	8	93	199	1100	6	104	0			
Tasmania	38	636	1041	052	885	9	94	8	79	781	0	83	3	87	088	589	5	92	7			
Australia	43	543	551	355	789	10101	2	82	083	0	84	0	90	493	595	3	98	1				

INDEX-NUMBERS.

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

N.S. Wales	861	838	1,003	1,006	1,835	2,007	1,623	1,642	1,668	1,797	1,854	1,885	1,943
Victoria	789	796	985	1,065	1,679	1,972	1,534	1,553	1,621	1,719	1,780	1,823	1,892
Queensland	908	901	997	1,042	1,785	1,973	1,732	1,725	1,729	1,808	1,870	1,900	1,908
S. Australia	821	819	1,013	1,002	1,613	1,806	1,473	1,520	1,552	1,674	1,700	1,735	1,812
W. Australia	1,022	1,052	1,152	1,226	1,751	1,963	1,649	1,689	1,768	1,816	1,933	1,962	2,029
Tasmania	751	719	799	1,028	1,674	1,848	1,552	1,581	1,625	1,697	1,725	1,745	1,807
Australia	848	848	1,000	1,085	1,752	1,974	1,599	1,620	1,659	1,763	1,823	1,858	1,913

8. **Adult Male Weekly Wages—Australia—Industrial Groups, 1891 to 1940.**—The following table shows the weighted average nominal weekly wages payable in each industrial group in Australia. The wages relate to the 31st December in each year. Index-numbers are also given for each industrial group with the average for all groups in 1911 as base (= 1,000).

Weekly Wage Rates: Adult Males, Industrial Groups.

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

Industrial Group.	1891.	1901.	1911.	1914.	1920.	1929.	1934.	1935.	1936.	1937.	1938.	1939.	1940.									
RATES OF WAGE.																						
I.	52	52	357	859	9	95	1104	10	85	4	86	8	88	3	95	1	98	2	100	1	102	11
II.	47	848	551	657	9	92	5163	6	83	2	85	3	86	10	94	11	97	8	99	3	102	5
III.	38	244	750	955	8	89	3100	10	83	8	85	4	87	3	92	6	95	2	96	9	99	3
IV.	36	836	350	353	0	86	599	6	79	11	80	9	81	4	89	0	91	9	93	2	96	4
V.	53	551	058	1163	10	99	6119	1	99	6	100	11	104	4	108	7	112	0	114	3	116	0
VI.	46	446	551	1156	5	88	11102	2	81	4	83	0	85	2	91	3	94	4	95	8	99	0
VII.	50	653	1062	165	5	95	7113	0	93	8	94	1	95	7	101	7	104	6	106	5	109	11
VIII.	58	154	861	265	2	103	10110	7	97	7	99	11	101	0	104	11	108	2	109	1	111	10
IX.	50	1058	457	059	8	93	1105	2	82	8	84	9	86	0	92	4	95	5	96	6	100	3
X.	39	640	946	752	8	87	396	9	78	9	80	1	81	8	88	3	91	7	92	10	96	3
XI.	38	238	544	749	10	88	0107	0	84	8	85	2	86	8	95	6	97	6	98	6	102	6
XII.	34	1032	143	049	5	87	195	6	73	4	73	4	75	9	78	9	82	3	84	0	85	8
XIII.	32	1030	845	547	11	80	692	6	75	9	76	8	79	1	85	3	88	3	89	11	93	0
XIV.	39	738	1047	754	0	84	1196	8	78	7	79	7	82	2	87	6	90	5	92	10	96	3
ALL GROUPS	43	543	551	355	7	89	101	2	82	0	83	0	85	0	90	4	93	5	95	3	98	1

Weekly Wage Rates : Adult Males, Industrial Groups—continued.

Industrial Group.	1891.	1901.	1911.	1914.	1920.	1929.	1934.	1935.	1936.	1937.	1938.	1939.	1940.
INDEX-NUMBERS.													
(Base : Weighted average for Australia (51s. 3d.) 1911 = 1,000.)													
I. Wood, Furniture, etc.	1,023	1,019	1,125	1,161	1,855	2,046	1,664	1,691	1,722	1,855	1,916	1,953	2,008
II. Engineering, Metal Works, etc.	931	945	1,064	1,127	1,803	2,019	1,623	1,663	1,694	1,852	1,906	1,936	1,998
III. Food, Drink, etc.	745	871	991	1,085	1,742	1,967	1,633	1,664	1,702	1,805	1,857	1,888	1,937
IV. Clothing, Hats, Boots, etc.	716	768	981	1,034	1,687	1,942	1,559	1,576	1,587	1,737	1,790	1,817	1,880
V. Books, Printing, etc.	1,043	996	1,149	1,246	1,941	2,323	1,942	1,969	2,035	2,119	2,185	2,220	2,264
VI. Other Manufacturing	994	907	1,013	1,093	1,736	1,994	1,587	1,619	1,661	1,780	1,840	1,867	1,931
VII. Building	986	1,050	1,213	1,276	1,865	2,205	1,828	1,836	1,866	1,982	2,039	2,076	2,145
VIII. Mining	1,131	1,067	1,194	1,272	2,026	2,157	1,904	1,949	1,971	2,046	2,111	2,142	2,182
IX. Rail and Tram Services	992	1,021	1,113	1,165	1,816	2,052	1,613	1,653	1,677	1,802	1,862	1,884	1,957
X. Other Land Transport	772	795	910	1,026	1,702	1,888	1,537	1,562	1,593	1,722	1,787	1,812	1,878
XI. Shipping, etc.	745	751	871	972	1,716	2,087	1,652	1,661	1,690	1,863	1,902	1,922	2,001
XII. Agricultural, Pastoral, etc.	680	627	839	965	1,699	1,863	1,431	1,431	1,478	1,537	1,604	1,639	1,671
XIII. Domestic, Hotels, etc.	641	598	887	935	1,571	1,804	1,478	1,496	1,543	1,663	1,722	1,735	1,815
XIV. Miscellaneous	723	759	929	1,054	1,656	1,886	1,530	1,552	1,603	1,707	1,764	1,811	1,878
All Groups	848	848	1,000	1,085	1,752	1,974	1,599	1,620	1,659	1,765	1,823	1,858	1,913

9. Adult Male Hourly Wages—States, 1914-1940.—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

Hourly Wage Rates : Adult Males, States. (a)

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

Weighted Average Nominal Hourly Rates payable and Index-numbers of Hourly Rates.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
RATES OF WAGE.							
30th April, 1914 ..	s. d. 1 2	s. d. 1 1½	s. d. 1 1½	s. d. 1 1½	s. d. 1 4½	s. d. 1 1	s. d. 1 2
31st December, 1921	2 1½	2 0½	2 2	2 1	2 1	1 11½	2 0½
" " 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
" " 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 11½	1 9½	1 10½
" " 1936	2 0½	1 10	2 1	1 9	2 0½	1 9½	1 11½
" " 1937	2 2½	1 11½	2 2½	1 10½	2 1½	1 11	2 0½
" " 1938	2 3	2 0½	2 3	1 10½	2 3½	1 11½	2 1½
" " 1939	2 3½	2 1½	2 3½	1 11½	2 4	2 0	2 2½
" " 1940	2 4½	2 2½	2 3½	2 1	2 5	2 1½	2 3½

(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, States—*continued.*

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
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
" " 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
" " 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	1,689	1,519	1,623
" " 1936	1,731	1,567	1,787	1,500	1,776	1,552	1,670
" " 1937	1,878	1,676	1,875	1,602	1,804	1,643	1,779
" " 1938	1,935	1,741	1,934	1,638	1,968	1,671	1,840
" " 1939	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 1940	2,038	1,920	1,986	1,796	2,080	1,805	1,973

10. Adult Female Hourly Wages—States, 1914 to 1940.—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

Hourly Wage Rates : Adult Females, States.

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

Weighted Average Nominal Hourly Rates payable and Index-numbers of Hourly Rates.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
RATES OF WAGE.							
30th April, 1914 ..	s. d. 0 6½	s. d. 0 6½	s. d. 0 6½	s. d. 0 5½	s. d. 0 9½	s. d. 0 6	s. d. 0 6½
31st December, 1921	I 1	I 0½	I 1½	0 11½	I 2½	I 0	I 0½
" " 1927	I 2½	I 1½	I 2½	I 1	I 3½	I 1½	I 2
" " 1928	I 2½	I 2½	I 3	I 1½	I 3½	I 2	I 2½
" " 1929	I 2½	I 2½	I 3	I 1½	-I 3½	I 2	I 2½
" " 1931	I 1½	I 0	I 1	0 11½	I 1½	I 0	I 0½
" " 1932	I 0½	0 11½	I 0½	0 10½	I 1	0 11½	0 11½
" " 1933	0 11½	0 11½	I 0½	0 10½	I 0½	0 11½	0 11½
" " 1934	I 0	0 11½	I 1	0 11	I 1	0 11½	I 0
" " 1935	I 0½	0 11½	I 1	0 11½	I 1	0 11½	I 0
" " 1936	I 0½	I 0½	I 1½	0 11½	I 1½	I 0	I 0½
" " 1937	I 1½	I 1½	I 2	I 0½	I 1½	I 0½	I 1½
" " 1938	I 2½	I 1½	I 2½	I 0½	I 2½	I 1½	I 1½
" " 1939	I 2½	I 2	I 3	I 1	I 2½	I 1½	I 2½
" " 1940	I 3	I 2½	I 3½	I 1½	I 3½	I 2½	I 2½

Hourly Wage Rates : Adult Females, States—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
" " 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
" " 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	1,990	1,938	2,017
" " 1938	2,134	2,050	2,196	1,878	2,164	1,991	2,084
" " 1939	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 1940	2,256	2,184	2,298	2,069	2,361	2,181	2,220

II. Nominal Hours of Labour—Adult Males, States.—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 30th April, 1914, and at 31st December, 1921 to 1940. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

Hours of Labour (exclusive of Overtime) : Adult Males, States.(a)

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
HOURS OF LABOUR.							
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
" " 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
" " 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
" " 1938	44.01	45.75	43.67	46.31	44.34	46.00	44.82
" " 1939	43.92	44.61	43.46	45.83	44.33	45.33	44.29
" " 1940	43.70	44.28	43.46	45.23	44.09	44.92	44.04

(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.

Hours of Labour (exclusive of Overtime): Adult Males, States—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
" " 1927	908	957	898	956	935	964	929
" " 1928	903	954	898	954	926	957	925
" " 1929	902	957	898	957	932	962	927
" " 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	954	893	953	929	955	925
" " 1936	901	948	893	951	926	947	922
" " 1937	901	945	893	952	925	945	920
" " 1938	899	935	893	946	906	940	916
" " 1939	898	912	888	937	906	926	905
" " 1940	893	905	888	924	901	918	900

12. Nominal Hours of Labour—Adult Females, States.—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 1940. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

Hours of Labour (exclusive of Overtime): Adult Females, States.

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
HOURS OF LABOUR.							
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
" " 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
" " 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
" " 1938	43.88	44.63	44.03	45.96	45.38	45.10	44.44
" " 1939	43.88	44.42	44.01	45.96	45.38	45.10	44.36
" " 1940	43.88	44.19	44.01	45.47	44.00	44.00	44.15

Hours of Labour (exclusive of Overtime) : Adult Females, States—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
" " 1927	897	929	897	939	928	975	916
" " 1928	895	925	897	938	928	939	913
" " 1929	895	925	897	938	928	939	913
" " 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
" " 1938	894	909	897	936	925	919	905
" " 1939	894	905	897	936	925	919	904
" " 1940	894	900	897	926	896	896	900

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

(ii) *Nominal Weekly Wage Index-numbers—Adult Males, States, 1901 to 1940.*—The following table shows for the period 1901 to 1940 the weighted average nominal weekly rates of wage in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages not being available. For 1914 and subsequent years, however, the index-numbers have been computed from the average of the rates current at the end of each quarter.

* For explanation of "A" and "C" series, see page 28.

Nominal Wage Index-Numbers: Adult Males, States.
(Base: Weighted Average Wage for Australia, 1911 = 1,000.)

State.	1901	1911.	1914.	1921.	1929	1932.	1933.	1934.	1935.	1936.	1937.	1938.	1939	1940.
N.S. Wales ..	858	1,003	1,093	1,862	2,012	1,734	1,638	1,617	1,631	1,654	1,723	1,829	1,874	1,920
Victoria ..	796	985	1,062	1,803	1,964	1,552	1,502	1,523	1,550	1,583	1,665	1,755	1,808	1,865
Queensland ..	901	997	1,035	1,879	1,976	1,731	1,720	1,727	1,731	1,728	1,774	1,854	1,885	1,903
S. Australia ..	819	1,013	1,061	1,697	1,891	1,434	1,423	1,458	1,493	1,533	1,608	1,688	1,725	1,764
W. Australia ..	1,052	1,152	1,223	1,832	1,960	1,611	1,584	1,619	1,689	1,730	1,790	1,876	1,956	1,999
Tasmania ..	719	799	1,027	1,745	1,840	1,533	1,519	1,540	1,571	1,610	1,656	1,718	1,738	1,787
Australia ..	848	1,000	1,081	1,826	1,972	1,639	1,584	1,596	1,612	1,638	1,707	1,799	1,816	1,889

(iii) *Effective or Real Wage Index-numbers—Adult Males, States—1901–1940.*—In obtaining the effective wage index-numbers in the following tables the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

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

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

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

State.	1901.	1911.	1914.	1921.	1928	1929	1930.	1931.	1932.	1933	1934.	1935.	1936.	1937.
N.S. Wales ..	961	973	906	1,079	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	1,038	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	1,244	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	1,027	1,089	1,067	1,166	1,178	1,133	1,152	1,144	1,149	1,143	1,151
W. Australia ..	1,024	1,023	1,070	1,139	1,156	1,143	1,229	1,232	1,212	1,246	1,221	1,260	1,251	1,253
Tasmania ..	827	838	912	977	1,099	1,064	1,111	1,104	1,067	1,094	1,086	1,099	1,094	1,088
Australia	964	1,000	948	1,076	1,113	1,082	1,152	1,185	1,168	1,178	1,148	1,135	1,122	1,133

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

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

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

State.	1911.	1914.	1921.	1928	1929.	1932.	1933.	1934	1935.	1936.	1937.	1938.	1939	1940.
N.S. Wales	925	1,073	1,159	1,130	1,206	1,186	1,157	1,153	1,150	1,168	1,207	1,207	1,187
Victoria	954	1,084	1,188	1,164	1,150	1,147	1,146	1,134	1,131	1,155	1,180	1,180	1,167
Queensland	1,022	1,227	1,206	1,290	1,366	1,382	1,366	1,338	1,296	1,377	1,311	1,306	1,264
S. Australia	914	1,034	1,066	1,099	1,079	1,086	1,091	1,097	1,101	1,128	1,146	1,147	1,136
W. Australia	1,043	1,096	1,155	1,152	1,158	1,177	1,177	1,221	1,210	1,242	1,281	1,308	1,293
Tasmania	902	984	1,123	1,108	1,094	1,110	1,109	1,115	1,128	1,141	1,167	1,153	1,139
Australia ..	1,000	948	1,087	1,172	1,151	1,190	1,187	1,173	1,169	1,162	1,178	1,209	1,211	1,190

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.

(iv) *Effective or Real Wage Index-numbers—Adult Males, Australia—1901–1940.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia for the year concerned by the corresponding retail price index-numbers for the six capital cities and multiplying by 1,000.

Nominal and Effective or Real Wage Index-Numbers for Adult Males (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	1,493	1,377	1,168	1,190
1933.. ..	1,584	1,345	1,335	1,178	1,187
1934.. ..	1,590	1,385	1,355	1,148	1,173
1935.. ..	1,612	1,420	1,380	1,135	1,169
1936.. ..	1,638	1,461	1,409	1,121	1,162
1937.. ..	1,707	1,507	1,448	1,133	1,178
1938.. ..	1,799	(b)	1,488	(b)	1,209
1939.. ..	1,846	(b)	1,526	(b)	1,211
1940.. ..	1,889	(b)	1,588	(b)	1,210

(a) As to the effect in abnormal periods, see page 20 of Labour Report No. 6. (b) Not available.

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

The *effective* or *real* wage in 1901 under the "A" series was 3.6 per cent. less than in 1911. 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.

In 1937, the last complete year for which both "A" and "C" series of retail price index-numbers are available, the *effective* wage was 13.1 per cent. higher than in 1911 under the "A" series and 17.7 per cent. under the "C" series.

Retail prices rose slightly in 1940, but as nominal wages rose to a less extent than prices, the *effective* wage index-number fell from 1,211 to 1,190 under the "C" series.

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 valued as in the principal markets as ascertained from various sources during the years specified:—

Estimated Gross Value of Australian Production.

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and hertes.	Mining.	Manufacturing. (a)	Total.
	£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
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	137,038	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
1937-38 ..	93,229	100,794	57,641	14,755	32,434	188,061	486,914
1938-39 ..	76,851	84,895	60,404	14,634	32,463	195,746	464,993
1939-40 ..	95,369	104,972	62,070	15,347	36,839	212,488	527,085

(a) Net Values.

In the absence of a satisfactory measure of the total *quantity* of recorded 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. Owing to the discontinuance in 1938 of the "A" series retail price index-number it is not now possible to continue the measurement on the basis of this series.

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 column 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-number fell sharply from its normal level of about 100 to 78 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-number rose continuously from 1931-32 onwards; the pre-depression level was reached in 1935-36 and the peak of 1924-25 was exceeded in 1937-38. This upward movement was interrupted in 1938-39 but recovered to a new high level in 1939-40. During the latter year, the rise in prices in all branches of primary production excepting agriculture coincided with a greater quantity output and increased activity in manufacturing while the retail price index rose but slightly. In consequence of these movements, the *real* production per head of population rose by 9.93 per cent. to a peak higher than that previously attained.

The index-number of *real* production per person engaged (as given in the last column of the second table) shows on the other hand, an appreciable upward tendency. It rose steeply during the war of 1914-1918, as might have been expected, fell somewhat after the war, and recovered again. In 1929-30 the fall was substantial, due partly to the lag in the fall of retail prices. It increased during the next four years to 126, only to fall again

in 1934-35 to 117 with the fall in wool prices during that year. Most of this loss was recovered in 1935-36, while in 1936-37 it advanced to a new level at which it was maintained during the following year. For reasons already stated an increase of 8.96 per cent. was recorded for 1939-40, continuing the upward movement which was interrupted by the decline of the previous year. This 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 has maintained in recent years the high level reached in the years 1927 to 1931.

Production per Head of Population.

Year.	Gross 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, £t,000.	Per head of population.		"A" Series.	"C" Series.	"A" Series.	"C" Series.
		Actual.	Index-Number, 1911 = 100				
		£					
1906 ..	147,043	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
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	1,395	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
1937-38..	486,914	70.9	172	1,530	1,467	112	117
1938-39..	464,993	67.1	163	(b)	1,512	(b)	108
1939-40..	527,085	75.4	183	(b)	1,545	(b)	119

(a) For explanation of "A" and "C" series, see page 28.

(b) Not available.

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
1920-21	760	510	199	109	103
1921-22	775	441	172	107	102
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	497	158	117	118
1933-34	815	437	170	125	126
1934-35	862	412	160	115	117
1935-36	901	448	174	121	125
1936-37	930	491	191	128	134
1937-38	961	504	196	128	134
1938-39	962	481	187	(c)	124
1939-40	979	536	209	(c)	135

(a) Vide following explanatory remarks

(b) For explanation of "A" and "C" Series, see page 28

(c) Not available.

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.

I. The Basic Wage.—(i) *General*.—The "basic" wage is determined by industrial tribunals in Australia operating under Commonwealth and State Arbitration Acts. 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. 75), Wages Boards are obliged to adopt the same basic wage as that determined by the Commonwealth Arbitration Court for similar industries.

As the power of the Commonwealth Arbitration Court is limited by the Constitution to the settlement, by conciliation and arbitration, of industrial disputes extending beyond the limits of any one State, no similar provision is to be found in the Commonwealth Conciliation and Arbitration Act. In practice, the Court does declare a Commonwealth basic wage and uses the wage so declared as a basis for all awards made by it in the exercise of its jurisdiction. That is, upon a new basic wage being declared, the awards made in the settlement of all inter-State industrial disputes are re-opened and amended accordingly.

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

- (a) New South Wales—Industrial Arbitration Act 1940 (Consolidated).
- (b) Victoria—Factories and Shops Act, 1928–1939.
- (c) Queensland—Industrial Conciliation and Arbitration Act 1932–1938.
- (d) South Australia—The Industrial Code 1920–1937.
- (e) 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 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 (excluding unemployed) 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 and salary earning group (including unemployed) were—per male householder, 1.55, and an estimate per adult male of 1.0. The average numbers of dependent children under sixteen years for the wage and salary earning group (including unemployed) at the 1933 Census were as follows—per adult married male, 1.45, and per adult male, 0.91. The following are the estimated numbers of dependent children under fourteen years for the same group—per adult married male, 1.27, and per adult male, 0.80. See however, page 72, for Court's interpretation in 1940 Basic Wage Inquiry of the "family unit."

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

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 rate was adopted by the Commonwealth Arbitration Court for incorporation in its awards and practically the same rates continued 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, and of basing the adjustments on the index-number for the quarter in place of that of the previous calendar year or the year ended the preceding quarter.

* 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.

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 of 1914-19 hindered such a review, which was regarded as less urgent by reason of the fact that wages throughout Australia were being automatically adjusted to changes in retail prices. A Royal Commission (referred to later) was appointed in 1920 to assess a basic wage, but its recommendations were not carried out.

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

(ii) *Basic Wage Inquiry, 1934.*—The "Harvester" standard, adjusted to retail price variations, continued as the theoretical basis of the wage of the Commonwealth Court until 30th April, 1934, when it was superseded by a judgment delivered on 17th April, 1934, operative from 1st May, 1934, full particulars of which appear in earlier issues of this Report. The basic wage declared on this occasion (subsequently referred to as the "Needs 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" and the "D" 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.

The following is a comparison for the capital cities of the basic rates granted by the judgment and those ruling under previous practices of the Court :—

Comparison of Basic Rates awarded for Capital Cities.

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

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

NOTE.—For explanation of the "A", "C" and "D" series see pp. 27-30 of this Report.

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

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

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

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

(b) 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. Wages based on "combination" index-numbers covering four, five or six capital cities, or the 30 towns, would receive a "loading" of 5s. per week. The maritime workers were granted a "loading" of 21s. 6d. per month, and the pastoral workers received increases proportionate to the increase of the flat basic rate, from 68s. to 77s. in respect of the basis of piece-work rates, and of 3s. per week for station hands.

The "loadings" came into operation in two instalments, viz., from the beginning of the first pay-periods commencing in July and October, 1937.

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 Warrambool 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 page 29.

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

The main parts of the judgment were reprinted in earlier issues of the Labour Report (See No. 28, p. 77).

(iv) "*Lag*" in Adjustments.—The Commonwealth Court on 19th December, 1939, heard an application by the unions that the date of adjustment of the basic wage in accordance with the variations in the "Court" Series of Index-Numbers be brought nearer to the period upon which the variation was based. In a judgment delivered on the same day, the Court directed that such adjustments be made one month earlier. The effect, therefore, was to make future adjustments operative from the beginning of the first pay-period to commence in a February, a May, an August or a November.

(v) *Basic Wage Inquiry, 1940.*—On 5th August, 1940, the Full Court commenced the hearing of an application by the combined unions for an increase in the existing basic wage by raising the value of 1,000 (the base of the "C" series index upon which the "Court" series are based) from 81s. to 100s. per week, and the abolition of the present "Prosperity" loadings, which would be regarded as incorporated in the new rate mentioned. The hearing was interrupted for a period of ten weeks owing to the serious illness of the Chief Judge (The Hon. Sir George S. Beeby) but was completed on 28th November, 1940. Judgment was delivered on 7th February, 1941, wherein the Court unanimously refused to grant any increase, and decided that the application should not be dismissed but stood over for further consideration after 30th June, 1941. The application was refused mainly owing to the uncertainty of the economic outlook under existing war conditions.

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

The Chief Judge further stated, "I was impressed by the new evidence and argument as to the inadequacy of the earnings of the lower paid wage-earners with families. On our accepted standards of living, looking at it from the needs point of view only, I regard the present basic wage as adequate for a family unit of three persons, but think it offers only a meagre existence for a family unit of four. When the unit gets beyond four hardship is often experienced." He suggested that the more logical system would be to grade the basic wage according to family responsibilities and that, notwithstanding the increase in aggregate wages, the benefits resulting from a reapportionment of national income to increase the wages of those with more than one dependent child would more than offset the inflationary tendency of provision for a comprehensive scheme of child endowment, and that if a scheme of this nature were established, as recently announced by the Commonwealth Government* future fixations of the basic wage would be greatly simplified. The other two Judges (O'Mara J., and Piper J.) in separate judgments agreed with that of the Chief Judge, particularly in regard to the need for a child endowment scheme as a solution of the main problem.

* Legislation covering a scheme which became operative on 1st July, 1941, was passed by the Commonwealth Parliament on 3rd April, 1941—see page 81 for details.

(vi) *Rates Operative.*—The “basic” wage rates of the Commonwealth Court for adult males, including the “loadings” granted in 1937, operative from 1st February, 1942, are as follows:—

	s.	d.		s.	d.	
New South Wales—			South Australia—			
Sydney ..	91	0	Adelaide ..	86	0	
Newcastle(a) ..	91	0	Five Towns ..	85	0	
Broken Hill ..	92	0	Western Australia—			
Five Towns ..	91	0	Perth ..	86	0	
Victoria—			Kalgoorlie ..	99	0	
Melbourne ..	89	0(b)	Geraldton ..	91	0	
Geelong ..			Five Towns ..	87	0	
Warrnambool ..			Tasmania—			
Mildura ..			Hobart ..	87	0	
Yallourn ..	95	6(b)	Launceston ..	84	0	
Five Towns ..	89	0	Queenstown ..	85	0	
Queensland—			Five Towns ..	86	0	
Brisbane ..	86	0	Thirty Towns ..	88	0	
Five Towns ..	86	0	Six Capital Cities ..	88	0	

(a) Based on Sydney.

(b) Based on Melbourne.

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

The rate for adult females (prescribed by the individual judges) is approximately 54 per cent. of the adult male rate.

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 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. Act No. 14 of 1936, however, provided for the appointment of four members and Act No. 36 of 1938 for the appointment of not less than five and not more than six 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.
(State Jurisdiction).

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

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

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

Following on the judgment of the Commonwealth Arbitration Court of 23rd June, 1937, referred to on page 70, the Government of New South Wales decided to bring the State Basic Wage into line with the Commonwealth 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., 2s., and 2s. 6d., respectively.

The latest rates applicable in the metropolitan area under this system of fixation and adjustment are £4 11s. per week for adult males, and £2 9s. for adult females, from the first pay period commencing in February, 1942.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age was operative in New South Wales since July, 1927, until superseded by the Commonwealth Government scheme operative from 1st July, 1941, and a brief account of the main features of the system appears in par. 5 below.

(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 Commonwealth 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 Commonwealth 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 Commonwealth rate for Melbourne is 89s. per week for males operative from 1st February, 1942, and the female rate approximately 54 per cent. of that or £2 8s. od.

(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 basic 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.

(State Jurisdiction.)

Date of Operation.	Adult Basic Wage.	
	Male.	Female.
1st March, 1921	£ 4 5 0	£ 2 3 0
1st March, 1922	4 0 0	2 1 0
28th September, 1925 (a)	4 5 0	2 3 0
1st August, 1930	4 0 0	2 1 0
1st December, 1930	3 17 0	1 19 6
1st July, 1931	3 14 0	1 19 0
1st April, 1937	3 18 0	2 1 0
1st April, 1938	4 1 0	2 3 0
7th August, 1939	4 4 0	2 5 0
31st March, 1941	4 9 0	2 8 0

(a) Fixed by Basic Wage Act.

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

(iv) *South Australia*.—The Industrial Code 1920-1937 provides that the Board of Industry shall, after public inquiry 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 Code 1920-1937, "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 the South Australian Industrial Court in 1920 decided that the "average employee" in respect of whom the "living" wage is to be declared is a man with a wife and three children.

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

(State Jurisdiction.)

Male.		Female.	
Date of Operation.	Basic Wage per Week.	Date of Operation.	Basic Wage per Week.
	£ s. d.		£ s. d.
4th August, 1921 ..	3 19 6	1st September, 1921 ..	1 15 0
27th April, 1922 ..	3 17 6	..	..
8th November, 1923 ..	3 18 6	..	..
15th May, 1924 ..	4 2 0	13th November, 1924 ..	1 18 0
13th August, 1925 ..	4 5 6	3rd September, 1925 ..	1 19 6
30th October, 1930 ..	3 15 0	15th January, 1931 ..	1 15 0
10th September, 1931 ..	3 3 0	24th December, 1931 ..	1 11 6
7th November, 1935 ..	3 6 0	16th January, 1936 ..	1 13 0
7th January, 1937 ..	3 9 6	29th April, 1937 ..	1 14 9
25th November, 1937 ..	3 14 0	25th November, 1937 ..	1 16 6
5th January, 1939 ..	3 18 0	5th January, 1939 ..	1 18 0
28th November, 1940 ..	4 4 0	28th November, 1940 ..	2 1 0
27th November, 1941 ..	4 7 0	27th November, 1941 ..	2 3 6

(v) *Western Australia*.—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1937, 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, 1912-1937 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 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.
(State Jurisdiction.)

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 ..	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
" " 1929 ..	4 5 0	2 5 11	4 5 0	2 5 11	4 5 0	2 5 11
" " 1930 ..	4 7 0	2 7 0	4 7 0	2 7 0	a4 7 0	a2 7 0
" " 1931 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
" " 1932 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
" " 1933 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
" " 1934 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
" " 1935 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
" " 1936 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
" " 1937 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
" " 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
" " 1939 ..	b4 2 2	b2 4 4	4 3 1	2 4 10	b4 16 4	b2 12 0
" " 1940 ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0
" " 1941(c) ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11

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

(b) Applicable from 24th April, 1939.

(c) Applicable from 28th April, 1941.

The latest rates payable in accordance with the quarterly adjustments declared by the Court are shown in para. (vii) on page 79.

(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 Commonwealth Court, and adjust wages in accordance with variations in retail price index-numbers. The latest Commonwealth male rate for Hobart is £4 7s. operative from 1st February, 1942, and the female rate approximately 54 per cent. of the male rate or £2 7s. od.

(vii) *Rates Prescribed.*—The "basic" wage rates 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 11 0	£ s. d. (a) 2 9 0	1.2.42	(b)
Victoria(c)	4 9 0	2 8 0	"	(c)
Queensland	(d) 4 9 0	2 8 0	31.3.41	Man, wife, and three children
South Australia	4 7 0	2 3 6	27.11.41	" " " "
Western Australia..	(e) 4 10 5	(e) 2 8 10	28.4.41	" " two "
Tasmania(c)	4 7 0	2 7 0	1.2.42	(c)

(a) Sydney, Newcastle, Port Kembla-Wollongong. Broken Hill—Males, £4 12s.; Females, £2 9s. 6d. Elsewhere—Males, £4 8s.; Females, £2 7s. 6d.

(b) Commonwealth Basic Wage operative—no defined family unit.

(c) None declared, but rates shown are those of Commonwealth Court which are followed to a large extent.

(d) South-Eastern Division. Allowances are added for other Divisions—Northern, 10s.; North-Western, 17s. 4d.; Mackay, 5s. 6d.; and South-Western, 7s. 4d. Half of these allowances are granted to females.

(e) Metropolitan area. "Basic" wage for (Gold-fields areas and other portions of State exclusive of the South-West Land Division—Males, £5 5s. 7d.; Females, £2 17s. South-West Land Division (excluding Metropolitan area)—Males, £4 10s. 10d.; Females, £2 9s. 10d.

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 its report, issued in 1920, recommended the following amounts for the various capital cities, namely :—

	£	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 been amended during subsequent years, provided for the payment of child allowances. The original Act was assented to on 11th April, 1927, and allowances were paid as from 23rd July, 1927. Prior to December,

* 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.

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 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 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. 115), which is also used for other social services. The scheme was abolished upon the introduction of the national scheme by the Commonwealth Government in July, 1941, particulars of which appear in (iv) below.

(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 a basic wage of £4 a week in certain cases and child allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limitation of salary plus allowance of £400 per annum. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers themselves provided the fund from which the allowance was paid. The deduction was originally £11 per annum, but later £12. The payment of the allowance in the Service was subsequently 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. The scheme was abolished at the instance of the officers upon the introduction of the national scheme by the Commonwealth Government in July, 1941, particulars of which appear in (iv) below. The deduction of £12 per annum was consequently discontinued from 10th July, 1941.

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

The Commission submitted its Report on 15th December, 1928. It was not unanimous in its findings, and the opinions and recommendations of the members were embodied in two separate reports, which dealt

* 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.

exhaustively with the constitutional aspects, existing systems, industrial legislation, the basic wage, standard of living, regulation of wages, working conditions and cognate matters.

At the conference of Commonwealth and State Ministers held at Canberra in May, 1929, the Prime Minister stated that the Commonwealth Government was not prepared to adopt a scheme financed entirely from the proceeds of taxation, as had been recommended in the minority report. The Commonwealth Government agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which the States were not prepared to relinquish. The Government, therefore, did not propose to establish any system of child endowment. It was generally agreed that any scheme which would increase the charges upon industry would be unwise at that particular time. The matter of child endowment was accordingly left to be dealt with as the State Governments should think proper.

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

Early in 1941, the Commonwealth Government announced its intention to introduce a scheme of Child Endowment throughout Australia. The necessary legislation* was introduced into Parliament on 27th March, and the passage through all stages was completed on 3rd April, 1941. The main features of the scheme, which came into operation from 1st July, 1941, are as follows:—

- (a) Payment at the rate of 5s. per week for all children under the age of sixteen in excess of one child in each family, provided the persons claiming the endowment, and the child in respect of whom the endowment is claimed have resided in Australia for the period of twelve months preceding the date of claim.
- (b) The endowment is payable to the mother of the child, or to such persons as are prescribed.
- (c) Endowment is also payable to approved institutions, not wholly or mainly dependent upon the Commonwealth or a State for their revenue, in respect of all children under sixteen years of age maintained therein.
- (d) The scheme will be financed partly from Consolidated Revenue, partly from the abolition of the exemptions from taxation in respect of children after the first and the major part from a tax of 2½ per cent. of all pay-rolls in excess of £20 per week.
- (e) The general administration of the Act is under the control of the Director-General of Social Services, and the detailed administration is carried out by the Commissioner for Pensions and other officers appointed for the purposes of the Invalid and Old-age Pensions Act.

* Act No. 8, 1941 (Child Endowment Act); Act No. 2, 1941 (Pay-roll Tax Assessment Act); and Act No. 3, 1941 (Pay-roll Tax Act)

The scheme at the outset is estimated to cost £13,000,000 per annum, and apply to approximately 1,000,000 children. The number of "first" children excluded is estimated to be approximately 830,000 or 45 per cent. of the total children under sixteen years of age. The Census of 1933 disclosed that the average number of dependent children under sixteen years of age per married male was 1.36.

Consequent upon the establishment of the National Scheme, appropriate steps were taken for the termination of the schemes operating in New South Wales and the Commonwealth Public Service.

CHAPTER IV.—EMPLOYMENT AND UNEMPLOYMENT.

§ 1. Employment.

1. **Direct Measures of Employment.**—The following estimates of the numbers of male and female wage and salary earners in employment are based on data from the Censuses of 1911, 1921 and 1933, the National Register, 1939, and Pay-roll Tax returns which commenced in July, 1941. The figures relate to wage earners who were recorded at the Censuses as employed, and may be defined as "numbers normally occupied as wage earners" as distinct from the equivalent of full-time employment. Many wage earners are normally occupied as casual, part-time, intermittent and seasonal workers. Wage earners unemployed in the sense that they are not working and have no work to go to are excluded.

The figures exclude men engaged on Government relief works. The estimates for July, 1939 and July, 1941, are on comparable bases, but exclude employees absent on defence service whether at home or abroad.

Estimated Total Employment : Australia.

Wage and Salary Earners in Employment, excluding Relief Workers.

(Thousands).

Year and Month.	N.S.W.	Vic.	Q'land	S A	W A.	Tas.	Aust (a)
MALES.							
1911—April	399.0	287.3	150.7	95.7	81.2	40.6	1,056.4
1921—April	462.1	318.9	152.7	106.0	77.6	42.7	1,162.0
1933—June	444.7	332.0	180.8	99.0	87.6	38.1	1,186.1
1939—July (b) ..	601.9	404.6	219.1	128.1	100.7	47.2	1,507.8
1941—July (b) ..	632.3	447.8	212.7	142.7	99.2	48.4	1,591.9
FEMALES.							
1911—April	102.3	105.1	35.4	26.0	15.3	10.7	295.0
1921—April	131.2	118.8	44.5	31.5	19.3	11.5	357.0
1933—June	158.5	145.1	54.2	37.2	25.7	13.1	434.7
1939—July (b) ..	220.9	175.2	71.2	47.5	33.2	16.3	565.7
1941—July (b) ..	270.2	204.7	74.3	54.3	34.4	18.4	658.1

(a) Including Australian Capital Territory and Northern Territory.

(b) Subject to revision.