

CHAPTER II.—WAGES.

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

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

2. **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 Statutes during each of the years 1927 to 1931.

Awards and Determinations Made and Industrial Agreements Filed.

State	1927.		1928.		1929.		1930.		1931.	
	Awards or Determinations made.	Agreements filed.								
New South Wales	163	33	93	36	55	27	31	16	46	40
Victoria	74	..	73	..	46	..	83	..	204	..
Queensland	56	18	34	27	21	16	14	44	48	28
South Australia	15	4	14	4	13	9	17	1	64	15
Western Australia	6	57	19	28	15	29	8	38	7	10
Tasmania	4	..	10	3	4	2	10	1	31	3
Commonwealth Court	34	25	40	30	29	26	17	10	11	16
Commonwealth Public Service Arbitrator	1	..	6	..	4	..	5	..	1	..
Total	353	137	289	128	187	109	185	110	412	112

The figures in the preceding table are exclusive of variations and interpretations of principal awards and agreements, of which a considerable number are made each year. The total variations made by the State and the Commonwealth Courts, Wages and Industrial Boards, and the Commonwealth Public Service Arbitrator, numbered 923 in 1931, compared with 1,067 in 1930, and were distributed as follows:—New South Wales 304, of which 35 were made by the Industrial Commission and 269 by Conciliation Committees; Commonwealth Court 286 (including orders for the 10 per cent. reduction); Queensland 228; South Australia 49; Western Australia 23, and the Commonwealth Public Service Arbitrator 33 (including two Common Rules). In Victoria and Tasmania any alteration in the determination of a Wages Board is incorporated with the existing determination, and a new determination issued which wholly repeals the old one.

Industrial agreements filed during the year 1931 numbered 112, of which 96 were filed under the provisions of the State Industrial Acts in New South Wales, Queensland, South Australia, Western Australia and Tasmania, and 16 under the provisions of the Commonwealth Conciliation and Arbitration Act. The registration of industrial agreements is not provided for under the State Act in force in Victoria, but agreements filed under the provisions of the Commonwealth Conciliation and Arbitration Act are in operation within the State.

3. Awards, Determinations, and Agreements in Force.—Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions has taken place during the period under review. The number of industrial awards and determinations in force throughout Australia at the 31st December, 1931, was 1,317, and the industrial agreements filed at the same date numbered 614. Including the operations under the Commonwealth Arbitration Acts* the number of awards or determinations and industrial agreements in force has increased by 742 and 213 respectively over the number in force at the 31st December, 1913.

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

The provisions in the Commonwealth and State Industrial Acts that awards and agreements shall remain in force until they have been superseded or cancelled occasion some difficulty when the compilation of a list of awards, determinations and agreements actually operative is undertaken. The specified periods for many awards, etc., have expired. This applies not only to State awards and determinations but to awards of the Commonwealth Court also. No new awards or subsequent determinations for the industries concerned have been made, and the records do not show that they have been superseded or rescinded. Legally, therefore, they are in force. Certain awards, determinations and industrial agreements regarding which definite information that they have been superseded or rescinded is not readily ascertainable, are therefore included in these records, but in cases where it

* The Commonwealth Conciliation and Arbitration Act 1904-30, and the Arbitration (Public Service) Act 1920-28.

could be definitely claimed that the award, determination or agreement was out of date and the terms of the award, etc., were not actually in operation, such awards, etc., have not been included in the records as at 31st December, 1931.

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

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

Dates.	Boards Authorized.	Boards which had made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913	505	387	575	401
" " 1915	573	498	663	546
" " 1920	475	440	1,041	972
" " 1925	575	524	1,181	607
" " 1930	644	582	1,285	601
" " 1931	651	583	1,317	614

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

The following table shows the number of Industrial and Wages Boards authorized, and the number of awards, determinations and industrial agreements in force at 31st December, 1913 and 1931 :—

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

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total
		Court.	Pub. Ser. Arb.							
Industrial and Wages— Boards authorized ..	1913 .. ..	..	..	216	135	75	56	..	23	505
	1931 .. ..	..	..	(a) 316	186	2	76	17	54	651
Boards which have made determinations	1913 .. ..	..	..	123	123	74	..	47	19	386
	1931 .. ..	..	..	227	175	2	66	12	51	583
Awards and Determina- tions— In force	1913	17	..	265	127	73	54	18	21	575
	1931	152	43	477	177	267	71	79	51	1,317
Industrial Agreements— In force	1913	228	..	75	..	5	11	82	..	401
	1931	140	..	134	..	130	30	175	5	614
Commonwealth Court Awards— Number in force in each State ..	1913 .. ..	..	..	13	17	15	16	9	13	..
	1931 .. ..	..	..	98	109	30	77	32	63	..
Commonwealth Agree- ments— Number in force in each State ..	1913 .. ..	..	..	132	129	68	62	57	61	..
	1931 .. ..	..	..	37	62	12	23	12	35	..
Commonwealth Public Service Arbitrator— Number of Deter- minations in force in each State ..	1931 .. ..	..	..	38	35	30	32	29	29	..

(a) Under Industrial Arbitration Act 1926, Conciliation Committees have been appointed, and at the end of 1931, 136 Committees were in operation.

Information as to the main provisions of the various Industrial Acts in force throughout the Commonwealth has been given in previous Reports, and brief reviews have been furnished each year respecting new legislation of an industrial character, as well as information 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 1931.

(i.) *Commonwealth Conciliation and Arbitration Court.*—The number of awards made by the Commonwealth Court during 1931 was 11, and 16 industrial agreements were filed under the provisions of the Act. Among the industries and occupations for which awards were made during the year were—ironworkers in New South Wales, Victoria and South Australia; liquor trade employees (hotels, etc.) in Tasmania; seamen on shipping around coast of Australia (interim award); clothing trade employees (tailoring and dressmaking) in New South Wales, Victoria, Queensland, South Australia and Tasmania; rope and cordage workers in New South Wales, Victoria and Queensland; theatrical employees in New South Wales, Victoria, South Australia and Western Australia; seamen (*re* manning of vessels); seamen (*re* engagement of labour); and confectioners in Victoria and Tasmania. Industrial agreements covering the undermentioned occupations were made during the year:—shipwrights; meat canning employees, Wyndham, Western Australia; engine drivers (tramways), Adelaide; municipal employees, various municipalities in Victoria; engineers; timber workers; engine drivers on Government works, Tasmania; breadbaking at Darwin, Northern Territory; engine drivers (electric supply), Adelaide; and flour mill employees in Tasmania.

A Basic Wage Inquiry by the Full Arbitration Court was undertaken during October, 1930, and succeeding months. The inquiry followed on the applications of the Victorian and New South Wales Railways Commissioners for variations of current awards in the railway industry. The applications sought orders making provision for (a) a variation in the basic wage, (b) rationing of employment, and (c) a percentage reduction of wages and/or salaries. The variations in the basic wage sought were—the abolition of the "Powers 3s."; the adoption of the Statistician's "all items" purchasing power of money index-number figures in lieu of the figures now in use for determining the basic wage and adjustments thereof. The matters in respect to the basic wage and standard hours were referred to the Full Arbitration Court.

On 5th November, 1930, by direction of the Court, all organizations bound by awards of the Court were notified that the matters in issue affected the basic wage and were advised that they could intervene in the hearing if so desired. The Acting Attorney-General of the Commonwealth intervened in the public interest. Representatives were nominated by the Railway Commissioners of Victoria, New South Wales, South Australia and Tasmania and by employers' associations and companies covered by awards of the Court, and the employees were represented by officials of the unions interested.

The hearing of evidence concluded on the 15th January, 1931. The final judgment was delivered on the 22nd January, 1931. The Court refused to make any variations in the basic wage or in the

present method of calculation thereof without further inquiry, but was forced to the conclusion that for a period of twelve months and thereafter until further order, a general reduction of wages was necessary. With certain exceptions, orders were made for variation of the awards covered by the applications by the reduction of all wage rates therein prescribed by ten (10) per cent., for a period of twelve months, and thereafter until further order, such variation to operate from the 1st February, 1931. A brief review of the judgment of the Full Court was published in Labour Report No. 21. As a result of the judgment of the Full Court the rates of wage for practically all employees working under Commonwealth awards or industrial agreements were made subject to the 10 per cent. reduction.

Applications by organizations of employees for cancellation of the Orders of the Court reducing wage rates prescribed in awards by 10 per cent. came on for hearing before the Full Arbitration Court in Melbourne on the 7th March, 1932, and subsequent dates. The employees' organizations were represented by nineteen arbitration officers and union officials, five of whom appeared for applicant organizations generally, while the others represented the members of their respective associations. On the employers' side, the Victorian, South Australian and Tasmanian Railways Commissioners were represented by industrial officers, and 22 representative officials or arbitration agents appeared on behalf of the employers' associations and important industries. A legal representative appeared for employers generally.

The evidence and data submitted to the Court covered a wide range, and the hearing of the applications occupied the Court for several weeks.

In a written judgment, delivered on the 17th June, 1932, the Full Court, after examination of the mass of material and argument advanced in support, considered that the grounds of the applications may be substantially stated as follows :—

1. That the combined effect of periodic adjustments of the basic wage arrived at on data which do not accurately reflect the cost of living, of the 10 per cent. reduction, and of greater intermittency of employment, has been to bring the earnings of many employees below a bare living standard.

2. That the method of calculating and adjusting the basic wage is erroneous and unjust and should be revised.

3. That, having regard to the amount of tangible production since the Court's orders, industry can now carry at least the wage standards existing before those orders were made.

4. That monetary reform would be the most effective cure for recurring cycles of depression, and would exclude necessity for wage reductions.

5. That the restriction of purchasing power resulting from wage reductions has retarded rather than assisted economic recovery.

6. That the distribution of sacrifice imposed by the depression has not been equitable, but so far has fallen most heavily on wage earners.

7. That the orders for reduction have tended to increase rather than decrease unemployment, and that events subsequent to the orders support the original contention of employees that wage reduction was not necessary, and would not effectively contribute to economic rehabilitation.

Material relating to the basic wage and to the reduction in earnings of wage earners arising from increased loss of time through intermittency of employment was submitted to the Court. Evidence, both oral and on affidavit, was tendered disclosing distress among employed workmen, especially those with families above the average. It was tacitly admitted that wage reductions arising from cost of living adjustments had been unavoidable, but strong objection was raised to the cumulative effect of such reductions, the 10 per cent. reduction and increased intermittency of employment. The judgment states that nearly all the convincing illustrations of individual distress were of workmen with domestic responsibilities above the average. Men with large families, even before the 10 per cent. reduction, found it increasingly difficult to live on the wage they could command. This is a defect in the system of industrial regulation which can be remedied only by the State and Commonwealth legislatures. The Court can only fix a minimum wage on average responsibilities. If a minimum based on the needs of large families were prescribed, it would be paid to families without dependent children and to single men. The result would be an aggregate wage payment a long way above the capacity of industry. Any system of wage regulation which ignores the necessity of graduations of minima according to domestic responsibility must result in anomalies. It becomes more evident every day that by means of child endowment or some other device the aggregate amount which industry can pay to wage earners as a whole must be more equitably divided.

The criticism by the union advocates of the present method of calculating fluctuations in retail price levels and on the sufficiency of the formula on which the basic wage is calculated was heard at great length by the Court, and was followed by a long cross-examination of the Acting Commonwealth Statistician. Analysis of the argument and exhibits on this issue would be tedious and unprofitable. The Court concurred with the Acting Commonwealth Statistician's conclusions as expressed in his pamphlet "Wages and Prices" published as an appendix to Labour Report 1930, No. 21:—
“(a) That the index for food and housing makes in general a fairly satisfactory measure for retail prices generally; (b) that the index for food and housing if not always perfectly satisfactory for retail prices generally is still the best measure of them that can, in practice, be made; (c) that the error in using food and housing as a general index of prices will be now one way, now the other, so that it will not accumulate to any serious amount in any moderate period of years.”

In the present judgment the Court repeats certain passages from the original 10 per cent. reduction judgment relating to the method of arriving at the basic wage, and then continues—“On the further inquiry made in these proceedings the ‘serious doubts’ expressed at that time have been dissolved. The Court is now satisfied that the Commonwealth Statistician's index-numbers furnish the best available measure of retail prices, but that does not dispose of the suggestion that the whole system of fixation and adjustment might have to be reconsidered by the Court at an appropriate time.”

A mass of evidence was submitted to the Court by economic and financial experts and by the union advocates relating to—the wage paying capacity of Australia; monetary reform; the national income; the high wage rate and increased purchasing-power theory; equality of sacrifice; production;

and unemployment. As in the previous inquiry, the economic and financial position of the Commonwealth was reviewed, and in support of the arguments submitted to the Court world-wide authorities on economic questions were quoted.

The union advocates, in support of their applications for cancellation of the orders, submitted many prepared statements and arguments, the chief of which were—that the reduced national income would support previous wage standards; that wage reduction by reason of its consequent reduction of community spending power has increased unemployment; that factors in production other than labour had not made sacrifices equivalent to those imposed on wages by the ten per cent. reduction; that the fall in wages which had resulted from the Court's order had not resulted in increased employment.

The opinion and decision of the Court on each phase of the evidence submitted and arguments advanced by the parties to the inquiry are set out in detail in the judgment, which concludes as follows:—"The Court after giving close attention to the material and arguments submitted by the parties to these applications, has, in view of the foregoing considerations, arrived at the conclusion that the general abrogation at present of the orders in question would be detrimental, and it is therefore refused.

After the expiration of the present year, circumstances may justify further consideration, particularly as to those who have no margins above the basic wage."

(ii) *New South Wales*.—During the year 1931 the number of Conciliation Committees established under the Industrial Act of 1926 was 55, the number which expired, were dissolved or were no longer operative was 138, and at the end of the year 184 Committees were in force. In addition, 316 Industrial Boards, constituted under the Act of 1912, were in force, but no awards were issued by these Boards, the work previously performed by them being undertaken mainly by the Conciliation Committees. Six principal awards were published by the Industrial Commission and 40 by Conciliation Committees. The number of subsidiary awards and variations issued during the year was 304, of which 35 were made by the Industrial Commission, and 269 by Conciliation Committees, which issued also 121 subsidiary awards relating to apprentices. The number of principal awards in force at the end of the year was 477, and at the same date 134 industrial agreements were in force.

The "living" wage for the State was not revised during the years 1930 and 1931, the declaration made on 20th December, 1929, by the Industrial Commission continuing in force. The rates declared on that date were—£4 2s. 6d. per week for adult male workers, and £2 4s. 6d. per week for adult female workers. The family unit taken for the adult male rate was "a man, wife and one child."

These rates remained in force until 26th August, 1932, when the Industrial Commission declared the "living" wage for adult male employees at £3 10s. per week, and for adult female employees at £1 18s. per week.

The Industrial Arbitration (Eight Hours) Further Amendment Act, No. 53 of 1930, assented to 23rd December, 1930, was proclaimed to commence on the 5th January, 1931. The working week of 44 hours was restored. Wages fixed by any award or agreement on a weekly basis were not to be reduced by reason only of the reduction of ordinary working hours under

the Act, and daily and hourly rates of wage, without order of the Court were to be increased to such amounts as will provide each employee working full time the same amount of wages as he would have received for working full time under the provisions of the award. Provision was made also for adjustment of piece-work rates. Section 11 of the previous Act, which provided that the section in any award relating to prohibition of piece work or contract work or any other system of payments by results shall be void and of no effect was omitted from the amended Act.

The Family Endowment (Amendment) Act, No. 54 of 1931, assented to on the 7th October, 1931, amended the *Family Endowment Act 1927-1930*. The principal Act is amended by omitting from section 3 the definition of "employee" and inserting the following definition:—"Employee" means person employed, whether on salary or wages, or piece-work rates, or as a member of a butty gang, and includes any such person who is employed by or on behalf of the Crown in right of the State of New South Wales, or by or on behalf of a statutory authority representing the Crown in such right, and the fact that a person is working under a contract for labour only, or substantially for labour only, or as lessee of any tools or other implements of production, or any vehicle used in the delivery of goods, shall not in itself prevent such person being held to be an employee."

"Employee" also includes insurance and time payment canvassers or collectors paid wholly or in part by commission; and timber-getters, whether paid by wages or at piece-work rates.

The term "employee" does not include—(a) any person whose wages are paid by the Government of the Commonwealth of Australia; (b) a member of a family in the employment of a parent; (c) any person employed in domestic service otherwise than in connexion with his employer's trade or business; (d) any person whose employment is casual or intermittent and who is employed otherwise than for the purposes of his employer's trade or business.

The definition of "employer" was amended as follows:—"Employer" means person, firm, company or corporation (including the Crown in right of the State of New South Wales and any statutory authority representing the Crown in such right) employing persons whether on behalf of himself or itself or any other person.

Where an employer is resident out of the State, the term shall be deemed to include a person to whom the management of the affairs of the employer relating to his employees within the State is for the time being committed."

The definitions of "prescribed statutory body" and "prescribed industrial undertaking" were omitted from the section.

Sections relating to regulations, collection and proceedings were amended or extended.

The Finance (Family Endowment Tax) Act, No. 51 of 1931, assented to on the 7th October, 1931, declares the percentages at which contributions to the Family Endowment Fund are to be made by employers in respect of wages paid after the 30th June, 1931. From 1st July, 1931, the contribution shall be 2 per centum. The percentage payable from the 1st January, 1930, to the 30th June, 1931, was 1 per centum.

The Industrial Arbitration (Amendment) Act, No. 64 of 1931, assented to on the 10th December, 1931, provided that, notwithstanding anything to the contrary in the Principal Act, every industrial board constituted prior to the commencement of this Act, and in existence at such commencement,

shall be deemed to continue in existence until a date appointed by the Minister. Provided that this sub-section shall not operate to curtail the exercise of any powers conferred on the Minister or the Court or the Commission under sections of the Principal Act or amendments thereof. A date appointed under this Act shall be notified in the *Gazette*, and may refer to—(a) generally to all boards; or (b) to one or more boards specified in the notification; or (c) to all boards other than those specified in the notification.

The Honorable E. C. Magrath, M.L.C. was appointed Deputy Industrial Commissioner from 24th June, 1931, the position being previously occupied by the Honorable E. J. Kavanagh, M.L.C.

His Honour Mr. Justice Street resigned as a member of the Industrial Commission, his last day of service being 30th September, 1931.

His Honour Mr. Justice A. B. Piddington resigned his office of President and Member of the Industrial Commission on 19th May, 1932.

The two vacancies on the Commission were filled on the 20th June, 1932, by the appointment of Joseph Alexander Browne, K.C., and Alan Mayo Webb, Esquires, Barristers-at-law, the first mentioned being appointed President of the Commission. Mr. Justice Cantor is the other member of the Commission.

The Select Committee of the Legislative Council for whose consideration and report the "Industrial Conciliation and Arbitration Bill" was referred by resolution of 19th March, 1931, submitted three reports during the year. The first interim report is dated 28th April, the second interim report, 7th July, and the final report, 3rd September. The evidence is published in the interim reports.

The Committee held 40 meetings, at which 76 witnesses were examined. The Committee reported that voluminous evidence from parties opposed to the measure was submitted, covering a very wide field embracing the financial and industrial sides of the primary and secondary industries generally, together with that of certain insurance companies and of certain unions of employees whose members were seriously affected by the Bill. No evidence in support of the measure was offered voluntarily. The Committee regretted that none of the representatives of industrial organizations who might justifiably have been regarded as holding views in support of the Bill came forward to offer evidence and submit themselves to examination. The Committee receiving no response from the representatives of unions to its first general invitation, addressed special letters to certain representatives of industrial organizations requesting their attendance at certain specified times, but the invitations were not availed of. The Committee stresses the fact that, while every facility was afforded, not one recognized trade union organization or any other sponsors of the Bill, came forward to espouse its provisions.

In the final report, under general observations, the Committee states— "There was a remarkable unanimity of opinion among the witnesses that the Bill would strike a death blow at the industrial and business life of the community, and that while designated as a "Conciliation and Arbitration Bill" it did not disclose a single provision of a conciliatory nature, but was the most provocative and coercive piece of legislation that has ever been submitted to Parliament." Further condemnatory remarks on the Bill are given in the final report, in which the main features of the evidence are reviewed.

The conclusion of the Committee was as follows:—“The evidence leaves no doubt in the minds of members of your Committee that the provisions of the Bill to which attention has been given would, if passed into law, have a most disastrous effect upon all industries. If the State is to recover from the present financial depression, due regard must be paid to the very important part that our primary and secondary industries will play in our economic rehabilitation. Bearing in mind that our existing industrial legislation is more burdensome than that which our competitors in other States and overseas have to contend with, it would be absolutely futile to expect a revival in industry were those burdens added to or made more irksome. In these circumstances your Committee has amended the Bill in the direction of enabling industry to function, as far as possible, under normal conditions, and now begs to submit it to your Honorable House in the amended form, including an amendment in the Title.”

(iii) *Victoria.* Wages Boards made 204 determinations during the year. This number included determinations which were reviewed more than once during the twelve months. Although the legislation in this State does not provide for automatic adjustment of wages according to the rise or fall in the retail price index-numbers, it is the practice for certain of the Wages Boards regulating wages and working conditions in industries for which Commonwealth Court awards are also in force in the State to meet and revise the rates of wage, bringing them into close conformity with those being paid by employers working under the Commonwealth awards. Among the Boards adopting this practice are those covering employes in the industries of engineering (skilled and unskilled); iron-moulding; gas-working, and engine-driving (factory). Determinations covering these trades were revised and gazetted, in some cases three, and in other cases, four times during the year. At 31st December, 1931, 177 determinations were considered to be legally in force.

The weekly hours fixed by Wages Boards in this State are as follow:—4 Boards have fixed fewer than 44 hours; 42 Boards have fixed 44 hours; 9 boards have fixed 45 to 47 hours; 120 Boards have fixed 48 hours; and 2 Boards have fixed more than 48 hours.

The Bread Trade Board was authorized in September to determine the lowest prices or rates of payment for bread making and baking in Victoria, and will take the place of the Bread Board, the Country Bread Board and the Provincial Bread Board, which were abolished. The Wicker and Baby Carriage Board was appointed, and will take the place of the Perambulator Board and the Wicker Board. The powers of the Grocers Sundries Board were extended to determine rates of wage for persons formerly subject to the determination of the Polish Board. The powers held by the Picture Frame Board were conferred on the Furniture Board. The Clerks (Timber Trade) Board was abolished, and its powers were conferred on the Commercial Clerks Board, whose powers were extended to cover typewriters or stenographers in law offices. Adjustments or extensions of the powers of the following Boards were made during the year:—Cycle Trade Board; Engineers and Brassworkers (Skilled) Board; Flöck Board; Hospital and Benevolent Asylum Attendants Board; and the Knitting Trade Board.

With the exception of Acts passed for the relief of unemployment, no special legislation of industrial import came into force during the twelve months.

The Third Annual Report of the Apprenticeship Commission of Victoria for the year ended 30th June, 1931, points out that the progress of apprenticeship under the Commission has been very seriously retarded by the severe industrial and financial depression through which the State is passing. No additional apprenticeship trades were proclaimed during the year, while the number of apprentices indentured in the proclaimed trades was far below the estimated number of new apprentices required annually to maintain trade.

The serious position is attributed mainly to the following factors :—
(a) The greatly decreased industrial activity, and the consequent unemployment among journeymen, have limited the capacity of many employers to take additional apprentices. In many cases employers have found it exceedingly difficult to find work for existing apprentices, and have sought relief from their obligations under indentures ; (b) the uncertainty regarding continuity of work over a period of years has, in the case of employers fortunate enough to have sufficient work to keep their journeymen employed, influenced them against engaging new apprentices ; (c) the considerable number of "old improvers" employed prior to the proclamation of apprenticeship trades. As "old improvers" may continue to work at the trade, many employers, in times like the present, prefer to employ such youths in preference to accepting the obligations over a period of years imposed under indentures of apprenticeship ; (d) the introduction of process work, involving production operations of an unskilled or partially skilled nature, in the place of skilled operations previously performed by journeymen or apprentices, has reduced the opportunities for employment of apprentices in a number of trades. The inadequate provisions of the Apprenticeship Act regarding the supervision of employment of boy labour by expert members of Trade Committees or by supervisors possessing an expert knowledge of the trades supervised, render it possible for many boys to be employed in skilled trade work under the guise of message and shop boys or process workers without being indentured. In the interest of boys engaged in industrial occupations and of the industries themselves, the appointment of at least one special supervisor to supervise apprenticeships and boy labour is considered essential by the Commission ; (e) the legal difficulties experienced by numerous employers in obtaining some measure of relief from their obligations under existing contracts of apprenticeship in the face of insufficient work and financial embarrassment brought about by the depression.

As rationing of apprentices is not permitted under existing indentures of apprenticeship, the Commission has recommended the enactment of legislation to afford some measure of relief to employers who are unable to provide continuous work for their apprentices owing to the industrial depression. Other sections of the Report deal with the serious conditions of the building trades ; the effect of awards of other industrial authorities on apprenticeship conditions, such as wages, etc. ; compulsory technical school provisions ; technical classes in operation for apprentices ; workshop training of apprentices ; prosecutions ; period of probation ; proportion of apprentices to journeymen allowed ; vocational guidance activities ; necessity for reliable figures relating to number of journeymen employed in each trade, and trade committees.

Railways Classification Board, Victoria.—This Board which had not been functioning for about five years prior to 1930 made one award during that year and five awards during 1931. The Board was created twelve years ago at the request of employees for a tribunal which would give them an equal voice in determining rates of pay and conditions of employment.

The Board is appointed by the Governor-in-Council under the provisions of the *Railways Act 1928* (No. 3759), and is constituted of four members (not legal practitioners), and a Chairman (who is a judge of the County Court). Two members, one of whom is not a member of the Railway Service and who is regarded as representative of the public, are nominated by the Victorian Railways Commissioners and approved by the Minister of Railways, and the two remaining members, who are the representatives of the staff, are elected by the officers and employees of the Railway Service. His Honour, Judge H. C. Winneke is the Chairman of the Board. The members of the Board hold office for a term of three years.

The purposes and duties of the Board may be briefly stated as follows :—
(a) To determine the rate of salaries and wages payable each year to officers and employees up to a maximum of £500 per annum ; (b) to determine before the last day of February in each year the rates of wage which shall be the basis of any award made under (a) ; (c) to determine conditions of employment, such as hours of duty, payment for overtime, Sunday time, expenses (relieving, travelling and incidental, and transfer), conditions associated with the running of trains, etc., in respect of officers and employees up to a maximum of £400 per annum ; and (d) to make orders setting out the correct interpretation of any matter arising out of any award and referred to the Board for that purpose by any claimant or by the Commissioners.

Under the terms of the Railways Act, the Board must, before the last day of February in each year, fix the rates of salaries and wages of officers and employees up to a limit of £500 per annum, but the fact that Commonwealth Arbitration Court awards have been made in respect of a great number of grades covered by the Board's awards has resulted in the Board's rates being paid in respect of only a small number of grades of officers and employees, provision being made in awards of the Board that rates not less than those prescribed in any Commonwealth Arbitration Court award binding on the Commissioners shall be paid in lieu of those provided in the Board's awards. The practice of the Board, since the awards of the Arbitration Court covered the railway employees, i.e., since 1926, has been to adopt the same basis as that prescribed by the Court in the Australian Railway Union award, with the result that practically the whole of the staff are paid a basic wage in accordance with the Arbitration Court formula. The Order setting aside the railway awards (with the exception of the basic wage and standard hours) by the Commonwealth Arbitration Full Court as from the 4th October, 1930, resulted in the margins over and above the basic salary or basic wage prescribed by the Board coming automatically into force, and application was made by the Railway Commissioners for a deduction of $7\frac{1}{2}$ per cent. from such margins. An award was made by the Board for a deduction of $6\frac{1}{2}$ per cent. to be made as from the 4th October, 1930. As the result of the cost of living adjustments, the deduction of $6\frac{1}{2}$ per cent. became inoperative by the beginning of February, 1931, and the Commissioners made application to the Board for a deduction of 10 per cent. from the margins above the basic salary or wage. This action was apparently influenced by the decision of the Full Arbitration Court to reduce wages

by 10 per cent., by which amount the basic wage (over which the Court retained control) payable to railway employees was reduced. The Board issued an award which had the effect of reducing the margins by 10 per cent., but those grades which had suffered a greater reduction by the "setting aside" order were not subjected to any further reduction.

The effect of the awards by the Board was to make the deduction practically uniform throughout the Railway service, as the 10 per cent. reduction in the basic wage which was determined by the Court was provided for by the Board, and, together with the emergency deduction prescribed in Award No. 30 of 1931, makes a deduction of 10 per cent. from the total salary or wage.

(iv.) *Queensland*.—Forty-eight industrial awards were made during the year, three of which were awards of the Industrial Court, and 45 of the Conciliation Commissioner. The number of industrial agreements filed was 28. Variations of awards numbered 228. At the end of the year, 267 awards and 130 industrial agreements were in force. One revision of the basic wage was made by the Industrial Court during 1931. The basic rates as from 1st July, 1931, were determined at 74s. per week for adult male employees, and at 39s. per week for adult female employees. These rates were in force at 30th June, 1932.

The Industrial Conciliation and Arbitration Acts Amendment Act, No. 50 of 1931, assented to on the 14th January, 1932, amended the principal Act by the insertion of the following section:—

"(62B.) Notwithstanding anything contained in this Act or in any other Act or law or rule or usage or practice or process of law to the contrary, and notwithstanding any declaration made under section 13 of this Act, where it is proved to the Court or Board that any industry is prevented from being carried on in this State, or if carried on in this State is prejudiced adversely by reason of the fact that any condition (other than wages) of the award which applies or would apply to such industry is less favourable to the industry in this State than any like condition of the award or awards made under the law of any other State or of the Commonwealth which apply to the said or any similar industry in any other State, and which is or may be in competition with the industry or prospective industry in this State, the Court or Board shall on application vary the award so as to approximate any such condition as nearly as may be to the like condition of the award under which such competitive industry in another State is operating." The term "industry" includes any calling or any section or sections of any industry or calling.

The Industrial Conciliation and Arbitration Act, No. 28 of 1929, provides that the Queensland Industrial Court, constituted by the Judge and two Conciliation Commissioners, shall declare the "standard" hours in industry, and shall, in the matter of such declarations, take into consideration the probable economic effect of such declarations in relation to the community in general and the probable economic effect thereof upon industry or industries concerned.

In April, 1930, applications were filed in the Court on behalf of the Government for an increase in the hours of work for certain groups of Crown employees, also for an increase to 48 hours for railway employees. The 44-hours per week had been in operation since 1st July, 1925, and it was stated,

on behalf of the Government, that the cost of the reduction had become an unfair burden on the Crown and the railways under existing conditions. The Court, after hearing the representatives for the Government and of the unions concerned, granted the applications, and the hours of work per week for the employees of those sections of the public service and railway service included in the applications were declared at 48 as from 16th June, 1930. The weekly hours for tramway employees were declared at 48 in October, 1930. In subsequent declarations of "standard" hours the Court increased the working hours to 48 per week in a number of industries and callings. For employees engaged in the following occupations the hours were declared at less than 48 per week:—shop assistants (44); female cleaners (44); laundry workers (44); lime crushing, quarrying, burning or bagging (44); bread bakers and pastrycooks (44); sewerage treatment works (44); fish market hands (44); confectioners (46); biscuit makers (46), and fish-shop hands (47).

(v.) *South Australia*.—The Industrial Court made seventeen awards, and 47 determinations were made by Industrial Boards during the year. Fifteen industrial agreements were also filed. The number of awards and determinations varied by the Court or Industrial Boards was 49. Eleven Industrial Boards were re-constituted during the year. The Furniture Board, which was constituted on the 2nd December, issued a determination on the 17th December, 1931. The Special Board constituted under the Industrial Acts by the Industrial Court by Order dated the 7th October, 1931, to determine the question which had arisen as to the right of employees in the calling of bricklayers to do certain work in an industry, viz., tiling, made a determination as follows:—The Special Board determines that employees in the calling of bricklayers shall not have the right to do tiling to the exclusion of employees in other callings.

At the end of the year, 71 awards and determinations, and 30 industrial agreements were in force.

The Board of Industry made two declarations as to the "living" wage during 1931. On the 17th August, the Board declared the "living" wage to be paid to adult male employees in the metropolitan area at 10s. 6d. per day or 63s. per week; and on the 4th December, the "living" wage to be paid to adult female employees in the metropolitan area was declared at 31s. 6d. per week. The Board was unable to reach unanimous decisions, and in the case of the declaration of the "living" wage for adult male employees a minority report was issued.

A review of the evidence and the reasons for the declarations, together with the minority report, are published in Bulletin No. 9, issued by the Department of Industry, South Australia. The rates of wage mentioned were in force at 30th June, 1932.

(vi.) *Western Australia*.—During the year, the Industrial Court made six awards, and an award covering the coal-mining industry was made by an Industrial Board. Ten industrial agreements were filed under the provisions of the State Act during 1931. Twenty-three awards and twenty-one industrial agreements were varied. At the end of the year there were 79 awards and 175 agreements in force.

The Court of Arbitration made four declarations relating to the basic wage in accordance with the provisions of the Industrial Arbitration Amendment Act, No. 40 of 1930. Under this Act, the State Government Statistician is directed to supply, as soon as practicable at the end of each quarter, the price index-number and other information showing the variation in the cost of living which has occurred during the then last preceding quarter. If that statement shows a change of 1s. or more per week, then the Court shall consider the same. There is a direction also to the effect that the Court may adjust and amend the basic wage previously existing in accordance with the figures so supplied. The basic rates of wage in force at the end of the year 1930 were:—Metropolitan area—adult male employees, £4 6s. per week; adult female employees, £2 6s. 5d. per week. These rates were reduced on 3rd March, 1931, to £3 18s. per week and £2 2s. 2d. per week respectively, and on the 5th November, 1931, the rates were further reduced to £3 13s. 6d. per week and £1 19s. 8d. per week. A declaration of the Court dated 29th February, 1932, reduced the rate for adult male employees in the metropolitan area to £3 12s. per week, and for adult female employees in the same area to £1 18s. 11d. per week. These rates were in operation at the end of June, 1932. Further particulars relating to the basic wage declarations by the Court of Arbitration will be found in Section 3—The Basic Wage and Child Endowment in Australia.

The Financial Emergency Act, No. 20 of 1931, provides, under Division 2, Part V., Variation of Contracts of Service—that any employer who is subject to the provisions of the Industrial Act 1912-1925, and amendments thereof, or who is bound by any award or industrial agreement made under the provisions of the Act, and who is employing workers at a salary, wage, etc., which is fixed either directly or indirectly by any such award or industrial agreement may, within twelve months after the commencement of this Act, by notice in the prescribed form, apply to the Arbitration Court for a variation of the award or industrial agreement by which he is bound as regards the terms and conditions relating to rates of salary, wages, etc., prescribed or fixed thereunder.

If, on hearing the application, the Court is satisfied that the national emergency with which the State is faced justifies it in making an order for a reduction of rates of salary or wages prescribed in the award or industrial agreement in relation to which the application is made so as to bring them into accord with the reductions made under Part II. of the Act, the Court may, notwithstanding the provisions of the Industrial Arbitration Act, or of any award or industrial agreement made thereunder or of any declared basic wage to the contrary, make an Order that the award or industrial agreement in respect whereof the application is made shall forthwith be varied so that the rates of salary or wages therein prescribed shall be reduced in accordance with the provisions of Part II. of the Act, and the rates prescribed in the Schedule thereto. The rates of reduction prescribed were—On annual salary not exceeding £250, a reduction of 18 per centum; on annual salary exceeding £250 but not exceeding £1,000, 20 per centum; and on annual salary exceeding £1,000, a reduction of 22 10s. per centum.

Employers availed themselves of the provisions of the Act, and numerous applications were made to the Court of Arbitration for orders to vary awards or industrial agreements so that the rates of salary or wages therein prescribed might be reduced in accordance with the provisions of Part II. of the Act and the rates prescribed in the Schedule. The Court granted many orders during October, November, and December to individual

employers. Considerable doubt existed as to the effect of these Orders. The Supreme Court (Full Court) giving judgment in the matter of a Writ of Prohibition directed to the Arbitration Court, ruled that an Order made by the Court of Arbitration under the provisions of the Financial Emergency Act had the effect of a Common Rule in the industry to which the award, or industrial agreement, was applied.

The rates of pay of employees working under 23 awards and 21 industrial agreements were varied by the Orders. The judgment of the Supreme Court and the discussions in the Court of Arbitration regarding the effect of the Orders appear in the Western Australian Industrial Gazette, Vol. XI., No. 4.

(vii.) *Tasmania*.—During the year, Wages Boards made 31 determinations, and three industrial agreements under the State Act were filed. The determinations made covered employees engaged in the following industries and callings:—Butchers; bootmakers; bakers; employees at electrolytic zinc works; engineers and foundry workers; clerks in insurance offices, and in law offices; employees in produce stores; brickmakers; textile workers; workers in country stores; cement makers; hairdressers; motor garage employees; builders and painters; hotel employees; retail grocers' employees; drapery employees; cycle makers; electrical engineers; wholesale grocers' employees; plumbers; fuel merchants' employees; butter and cheese makers; printers; city and country municipal council employees; tanners; quarrymen; and ship workers. The industrial agreements filed covered employees in the jam trade, in country stores and in the motor trade.

The State Industrial Act in force in Tasmania provides for the inclusion of a clause in the determination for the automatic adjustment of rates of wage according to the increase or decrease in the retail price index-number. The inclusion or otherwise of this provision is decided by the Wages Boards. A number of determinations issued during the year 1931 embody the clause for automatic adjustment. Among the Wages Boards which have adopted this system of wage adjustment may be mentioned the following:—Bakers; Builders and Painters; Carriers; Mechanical Engineering and Founders; Electrolytic Zinc; Fuel Merchants; Jam Makers; Motor Garage; Printers; Produce Stores; Rubber Trade; Tanners; Textile Workers; and Wholesale Grocers.

At the end of the year, 51 determinations and 5 industrial agreements filed under the State Act were in force.

(viii.) *Commonwealth Public Service Arbitrator*.—During 1931, the Arbitrator made one determination, declared two Common Rules, and varied 31 determinations. The determination made related to the deductions to be made from salaries of clerical officers of the Commonwealth Railway Commissioner under the Financial Emergency Act. Clerical officers in the Commonwealth Railways had received £6 per annum less than the officers in the Public Service proper, by way of cost of living increases. The memorial from the claimant organization was submitted for the purpose of adjusting this difference, as it was claimed that Parliament intended that the adjustment in salaries should be based on the principle of reasonable equality of treatment as between officers. The deduction from the salaries of officers in the Public Service proper was, in the case of officers receiving less than £600 per annum, £34. The Arbitrator stated that, in his opinion, it was right that the intention of Parliament should be given effect to, and

approved of the application. He made a determination providing that the salaries of officers of the Commonwealth Railway Commissioner, who are members of the Commonwealth Public Service Clerical Association, shall be reduced by £28 per annum in the case of adult officers receiving less than £600 per annum. The deductions to be made in other salary groups were also determined.

Provisions in determinations relating to leave of absence on account of accidents were, with certain exceptions, declared a Common Rule of the Public Service.

The Commonwealth Public Service Board lodged applications with the Arbitrator for variation of certain determinations by providing that in lieu of money payment, equivalent "time off" should be granted to employees for overtime, Sunday duty, holiday duty, emergency duty, etc. The applications were granted, and provisions were made in Determination No. 20 of 1931 for compensation by "time off" for overtime, Sunday duty, etc. These provisions were declared a Common Rule by Determination No. 24 of 1931.

Determination No. 3 of 1931 provided that the adjustments in the rates of pay for officers of the Commonwealth Service, consequent on a downward variation in the cost of living during 1930-31, which would have automatically operated from 1st July, 1931, should come into operation on and from the 16th April, 1931.

In presenting the case for the Public Service Board, it was stated that the Government, in view of the very serious position of the national finances, desired to effect some further reductions in expenditure on the Public Service. The Board had been requested to get in touch with the Public Service organizations to this end. The Board had consulted the organizations, and, subsequently, representatives of the latter saw the Prime Minister. As the outcome of these negotiations, there had been, with two exceptions, a general consent to a proposal that the reductions in rates of pay resulting from the cost of living adjustment should be applied as from the 1st April, 1931, instead of from the 1st July, 1931. The attitude of the Public Service organizations concerned may be briefly summarized by stating that two organizations definitely opposed the application, and eighteen organizations, either by expressed or implied consent, agreed to the main purpose of the application, viz.:—A reduction in rates of pay to take effect as soon as possible. The Arbitrator, after hearing the arguments advanced against the application, decided to vary the salaries in accordance with the cost of living adjustment on and from the 16th April, 1931. With certain exceptions stated in the Determination, salaries were reduced as follow:—(a) Employees under 21 years of age—£9 per annum; (b) Adult female employees—£12 per annum; and (c) adult male employees—£18 per annum.

Salaries and working conditions were varied in determinations covering motor mechanics; excise lockers—Department of Trade and Customs; clerical officers; audit officers; and artisans. Other variations made during the year related to cost of living adjustments; allowance to certain electoral officers for performance of State electoral duties; rent for quarters; stretch of shift (telegraphists and postal clerks); definitions of "day" and "night" duty (male telephonists); sick leave (clerical officers and 4th Division Customs officers); relieving allowance (mechanics); and emergency duty (Third Division telegraphists).

During the year, consideration was given by the Public Service Board to the advisableness of instituting in certain sections of the Service a five-day working week—Monday to Friday—which would not involve reduction in the number of hours to be worked each week. A statement was made in Parliament by the Prime Minister on the 29th April, 1931, to the effect that this general principle had been approved “subject to the condition that there must be no inconvenience to the public nor any added cost or inefficiency in the Service.” Applications were submitted to the Arbitrator by the Public Service Board to vary the provisions regarding hours of duty contained in the awards covering members of twelve organizations of public servants, and a determination was made to the effect that the hours of duty to be worked per week by employees in any particular Section or Branch may be so arranged as to confine those hours to five days per week, i.e., Monday to Friday. Any re-arrangement so effected shall not involve the payment of overtime or stretch of shift allowance or other compensation to employees, or any holiday in excess of that which otherwise would be payable.

Applications for variation of awards by the insertion of a provision relating to payment of not less than the basic wage to officers under 21 years of age who are married were lodged by two organizations. The Public Service Board formally opposed the claims but later reconsidered the matter. (A Public Service Regulation extending the Arbitrator’s decision to the Service generally had been approved.) The Arbitrator decided to prescribe £204 per annum as the base figure and to provide in the cost of living adjustment a clause for variation in the case of married minors equally with adult male officers. The variation took effect from 1st July, 1931.

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

During 1931 the Industrial Board held eight open sittings and ten Committee meetings. The number of complaints submitted to the Board was 29. There was no general revision of the previous Ordinance, but a number of variations in rates of wage and working conditions were gazetted during the year. Provisions relating to rates of wages for caretakers, rangers, groundsman on sports oval, men engaged in fire-fighting and attendants on sewerage treatment works were inserted in the Ordinance. A variation of the preference clause in the section “General Conditions” was made, and the clause now reads—“Preference shall be given—other things being equal—firstly to returned soldiers and sailors registered with satisfactory records of service; secondly to members of unions registered under the provisions of

the *Commonwealth Conciliation and Arbitration Act 1904-1930*; provided that the latter employees shall be members of the union that represents the class of work offering."

An amendment of the Industrial Board Ordinance was gazetted on the 24th February, 1932, and the Board is now constituted by a Chairman, a member representative of the Commonwealth Public Service Board, and a member representative of the workmen. The workman's representative is determined according to the matter in respect of which the Board is exercising its powers.

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

§ 2. Rates of Wage and Hours of Labour.

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

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

† The summation of the weekly rate of wage divided by the number of occupations included.

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

The results thus ascertained for the year 1913 were published in Labour Report No. 2, pp. 28-43. In the early part of the year 1914, the scope of the inquiry was considerably extended, and particulars of the weekly rates of wage in 930 specified industries and 4,256 adult occupations (3,948 male, and 308 female) were included, and results obtained thereby to the 30th April, 1914, were published in Labour Report No. 5, pp. 44-50. These results were further analysed, and the average number of working hours which constituted a full week's work in each occupation was ascertained and weighted in a similar manner to the rates of wage. This course was adopted in order to overcome the difficulty of making comparisons of the rates of wage in any specified occupation, since, in many instances, a different number of working hours constituted a full week's work in separate States. By dividing the weighted average number of working hours into the weighted average weekly rate of wage, what for some purposes may be considered a more adequate 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 those for many additional occupations. In most instances these have been taken from awards, or determinations made subsequent to the date specified by industrial tribunals, from agreements registered under Commonwealth or State Acts, or were obtained by direct inquiry.

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

2. **Adult Male Weekly Wages—States, 1914-32.**—The arithmetical average of the rates of wage taken into account furnishes the basis for the computation of relative weighted wages in different industrial groups and States. The following table gives particulars of the weighted average nominal weekly rates of wage payable to adult male workers, at the 30th June, 1914, and at the end of the periods specified to the 30th June, 1932, for a full week's work in each State and for Australia, together with index-numbers for each State at each specified interval, with the average for Australia for the year 1911 as base (= 1,000):—

Wages—Adult Males—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	55 11	54 4	52 10	54 4	62 9	53 7	55 3
31st December, 1914	56 2	54 7	53 5	54 5	62 10	52 8	55 7
31st December, 1927	101 10	100 3	100 1	96 7	98 10	93 10	100 2
31st December, 1928	102 7	99 8	101 2	96 2	99 6	93 3	100 5
30th September, 1929	103 6	101 1	101 4	97 5	100 8	94 7	101 5
31st December, 1929	102 11	101 1	101 2	97 2	100 7	94 8	101 2
30th September, 1930	102 0	99 2	96 5	95 2	100 6	93 9	99 5
31st December, 1930	99 1	96 11	92 5	92 8	99 7	92 1	96 9
31st March, 1931	96 6	92 2	92 1	85 6	91 9	87 6	93 0
30th June, 1931	95 1	86 7	92 0	82 4	91 2	84 0	90 5
30th September, 1931	94 6	84 1	89 6	81 0	90 4	81 10	88 11
31st December, 1931	93 5	82 2	89 0	75 0	84 1	79 9	86 10
31st March, 1932	92 9	81 2	88 11	74 1	83 4	79 0	85 1
30th June, 1932	92 6	80 7	88 8	73 8	82 7	78 9	85 8

INDEX-NUMBERS

30th June, 1914	1,091	1,039	1,030	1,060	1,225	1,026	1,079
31st December, 1914	1,096	1,065	1,042	1,062	1,226	1,028	1,085
31st December, 1927	1,988	1,957	1,953	1,885	1,928	1,832	1,955
31st December, 1928	2,001	1,944	1,974	1,877	1,941	1,820	1,959
30th September, 1929	2,020	1,973	1,977	1,901	1,964	1,846	1,979
31st December, 1929	2,007	1,972	1,975	1,896	1,963	1,848	1,974
30th September, 1930	1,990	1,935	1,881	1,858	1,961	1,829	1,939
31st December, 1930	1,933	1,891	1,803	1,807	1,943	1,797	1,887
31st March, 1931	1,882	1,798	1,797	1,668	1,789	1,708	1,814
30th June, 1931	1,855	1,689	1,795	1,607	1,779	1,640	1,764
30th September, 1931	1,843	1,641	1,746	1,580	1,769	1,597	1,735
31st December, 1931	1,823	1,603	1,737	1,463	1,641	1,556	1,694
31st March, 1932	1,809	1,583	1,734	1,446	1,627	1,541	1,680
30th June, 1932	1,804	1,573	1,731	1,438	1,612	1,536	1,672

(a) Weighted Average.

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

3. **Adult Male Weekly Wages—Industrial Groups, 1914-32.**—The following table shows (a) the average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at 30th June and 31st December, 1914, and at the periods specified for the years 1927 to 1932:—

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

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

Date.	INDUSTRIAL GROUP.														
	I. Wood. Furni- ture, etc.	II. Engineer- ing, etc.	III. Food, Drink, etc.	IV. Cloth- ing, Boots, etc.	V. Books, Printing etc.	VI. Other Manu- factur- ing.	VII. Build- ing	VIII. Min- ing.	IX. Railways, etc.	X. Other Land Trans- port.	XI. Ship- ping, etc.(a)	XII. Agricul- tural, etc.(b)	XIII. Domest- ic, etc.(b)	XIV. Miscel- laneous.	All Industrial Groups.(c)
RATES OF WAGE.															
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914 ..	59 2	57 2	55 2	52 10	63 9	55 8	65 4	64 11	59 8	51 1	48 7	49 5	47 0	53 10	55 3
31st December, 1914 ..	59 6	57 9	55 8	53 0	63 10	56 0	65 5	65 2	59 8	52 8	49 10	49 5	47 11	54 0	55 7
31st December, 1927 ..	104 6	102 10	99 8	98 3	113 7	101 4	112 10	109 9	103 1	97 4	94 3	94 3	93 3	96 0	100 2
31st December, 1928 ..	103 11	102 1	99 9	99 4	117 10	100 8	112 4	109 10	102 2	96 3	103 3	95 9	93 3	96 1	100 5
30th September, 1929 ..	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, 1929 ..	104 10	103 6	100 10	99 6	119 1	102 2	113 0	110 7	105 2	96 9	107 0	95 6	92 6	96 8	101 2
30th September, 1930 ..	102 8	100 11	98 8	99 5	116 9	99 8	111 9	108 10	102 2	94 6	102 11	94 8	91 11	94 10	99 5
31st December, 1930 ..	100 3	99 1	97 1	99 5	116 5	97 10	109 8	107 10	100 2	92 10	99 6	87 5	91 3	93 7	96 9
31st March, 1931 ..	94 4	92 10	95 2	89 7	113 4	93 4	106 10	105 8	92 1	90 11	89 4	83 9	89 8	91 7	93 0
30th June, 1931 ..	90 4	90 3	91 9	88 10	108 10	89 6	102 8	104 1	91 2	87 0	86 0	83 5	87 2	87 11	90 5
30th September, 1931 ..	87 11	88 8	90 2	84 6	105 7	87 7	101 2	103 6	87 6	85 7	84 1	83 0	86 8	86 2	88 11
31st December, 1931 ..	85 7	86 3	88 6	83 11	102 0	85 4	98 9	102 5	86 7	83 11	81 10	80 3	85 3	83 11	86 10
31st March, 1932 ..	84 11	85 11	88 0	81 6	99 10	84 5	98 2	102 6	86 7	84 3	80 7	78 9	85 0	83 5	86 1
30th June, 1932 ..	84 7	85 11	87 11	81 5	99 10	84 1	97 11	102 1	86 9	83 11	81 6	77 2	85 0	83 4	85 8
INDEX-NUMBERS.															
30th June, 1914 ..	1,154	1,116	1,077	1,031	1,243	1,086	1,275	1,267	1,164	997	948	964	918	1,050	1,079
31st December, 1914 ..	1,161	1,127	1,085	1,034	1,240	1,093	1,276	1,272	1,165	1,026	972	965	935	1,054	1,085
31st December, 1927 ..	2,039	2,006	1,944	1,917	2,216	1,977	2,202	2,142	2,012	1,900	2,021	1,839	1,820	1,872	1,955
31st December, 1928 ..	2,028	1,993	1,947	1,939	2,299	1,964	2,191	2,143	1,994	1,878	2,014	1,869	1,820	1,874	1,959
30th September, 1929 ..	2,042	2,028	1,973	1,950	2,327	2,001	2,214	2,157	2,052	1,905	2,079	1,870	1,823	1,893	1,979
31st December, 1929 ..	2,046	2,019	1,967	1,942	2,323	1,994	2,205	2,157	2,052	1,888	2,087	1,863	1,804	1,886	1,974
30th September, 1930 ..	2,003	1,968	1,925	1,940	2,278	1,945	2,126	2,124	1,993	1,843	2,009	1,847	1,793	1,850	1,939
31st December, 1930 ..	1,956	1,933	1,894	1,940	2,271	1,909	2,130	2,104	1,955	1,812	1,941	1,706	1,780	1,826	1,887
31st March, 1931 ..	1,841	1,811	1,858	1,748	2,212	1,821	2,085	2,061	1,797	1,774	1,743	1,634	1,750	1,788	1,814
30th June, 1931 ..	1,763	1,762	1,790	1,732	2,124	1,746	2,003	2,031	1,780	1,697	1,678	1,627	1,701	1,716	1,764
30th September, 1931 ..	1,716	1,730	1,759	1,648	2,061	1,709	1,974	2,019	1,707	1,670	1,641	1,619	1,691	1,681	1,733
31st December, 1931 ..	1,669	1,683	1,727	1,638	1,991	1,664	1,926	1,999	1,690	1,638	1,596	1,566	1,663	1,637	1,694
31st March, 1932 ..	1,657	1,677	1,717	1,591	1,949	1,647	1,916	2,000	1,689	1,644	1,572	1,536	1,659	1,627	1,680
30th June, 1932 ..	1,650	1,677	1,716	1,589	1,949	1,641	1,911	1,992	1,693	1,638	1,590	1,506	1,659	1,627	1,672

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

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

(c) Weighted average.

4. **Adult Female Weekly Wages.—States, 1914-32.**—The index-numbers given in the preceding paragraphs for male adult workers were computed with the weighted average wage in 1911 as base (= 1,000) in order that comparisons might more readily be made between these index-numbers and the retail price index-numbers which are also computed to the year 1911 as base. In the case of females, however, it has not been possible to secure information for years prior to 1914, and the index-numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914, as base (= 1,000).

The following table shows the weighted average weekly rate of wage payable to adult female workers for a full week's work in each State and Australia at the 30th June, 1914, and at the intervals specified to the 30th June, 1932. The table also gives index-numbers for each State based on the average weekly wage at the end of each of the periods indicated, computed with the weighted average wage for all States at the 30th April, 1914, as base (= 1,000).

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

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.(a)
No. of Occupations included	83	87	37	47	24	28	308

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	26 9	27 4	27 0	24 1	37 4	25 10	27 2
31st December, 1914	26 10	27 9	27 1	24 1	37 4	25 10	27 5
31st December, 1927	53 0	52 7	53 5	49 11	58 8	52 7	52 10
31st December, 1928	53 7	53 9	54 10	50 11	58 10	53 4	53 10
30th September, 1929	54 1	54 1	54 10	51 3	58 10	53 7	54 2
31st December, 1929	53 11	54 1	54 10	51 4	58 10	53 9	54 1
30th September, 1930	53 8	53 9	53 9	51 3	60 2	53 9	53 9
31st December, 1930	53 8	53 6	52 11	51 2	60 1	53 8	53 7
31st March, 1931	51 3	50 2	49 7	46 1	55 10	50 6	50 5
30th June, 1931	51 0	48 10	49 7	45 9	55 10	49 1	49 8
30th September, 1931	49 11	46 9	47 11	43 11	55 10	45 11	48 1
31st December, 1931	49 8	45 10	47 11	43 1	51 7	45 8	47 5
31st March, 1932	49 0	45 0	47 1	41 11	51 4	44 10	46 8
30th June, 1932	49 0	44 7	47 1	41 10	50 0	44 4	46 5

INDEX-NUMBERS.

30th June, 1914	984	1,006	993	885	1,373	950	1,000
31st December, 1914	987	1,022	996	883	1,373	950	1,008
31st December, 1927	1,950	1,934	1,966	1,838	2,160	1,935	1,945
31st December, 1928	1,973	1,979	2,017	1,875	2,164	1,964	1,980
30th September, 1929	1,992	1,989	2,020	1,887	2,165	1,973	1,992
31st December, 1929	1,983	1,990	2,020	1,888	2,165	1,978	1,990
30th September, 1930	1,976	1,977	1,977	1,886	2,214	1,978	1,979
31st December, 1930	1,974	1,968	1,947	1,884	2,211	1,976	1,971
31st March, 1931	1,886	1,847	1,826	1,695	2,055	1,850	1,854
30th June, 1931	1,876	1,796	1,825	1,685	2,055	1,808	1,828
30th September, 1931	1,838	1,720	1,765	1,616	2,055	1,690	1,771
31st December, 1931	1,828	1,688	1,765	1,584	1,900	1,681	1,746
31st March, 1932	1,803	1,656	1,733	1,543	1,888	1,650	1,716
30th June, 1932	1,803	1,640	1,733	1,540	1,839	1,632	1,707

(a) Weighted average.

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

5. **Adult Female Weekly Wages—Industrial Groups, 1914-32.**—The following table shows the weighted average weekly rate of wage payable to adult female workers at the 30th June and 31st December, 1914, and at the periods specified for the years 1927 to 1932, in the industrial groups in which females are mainly employed, and in all groups combined. Taking the average wage for all groups at the 30th April, 1914, as base (= 1,000), index-numbers are given, computed on the average rate of wage ruling at the end of each period.

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

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

Date.	INDUSTRIAL GROUP.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI. All Other Manu- facturing.	XIII. Domestic, Hotels, etc.(a)	XIV. Miscel- laneous.	All Groups.(b)
RATES OF WAGE.						
	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
31st December, 1914	23 5	24 11	27 0	30 2	31 4	27 5
31st December, 1927	46 9	52 7	53 2	54 5	54 8.	52 10
31st December, 1928	49 3	54 2	53 1	53 1	52 10	53 10
30th September, 1929	49 5	54 6	53 11	55 1	53 4	54 2
31st December, 1929	49 4	54 4	53 11	54 9	53 10	54 1
30th September, 1930	48 11	54 2	52 11	54 7	53 3	53 9
31st December, 1930	48 4	54 2	52 7	54 2	52 10	53 7
31st March, 1931	48 0	48 9	51 0	52 8	52 3	50 5
30th June, 1931	45 8	48 5	48 0	52 6	51 6	49 8
30th September, 1931	45 3	45 11	47 3	52 1	50 6	48 1
31st December, 1931	44 4	45 5	46 11	50 9	49 10	47 5
31st March, 1932	43 11	44 0	45 11	50 8	49 10	46 8
30th June, 1932	43 3	43 11	45 10	50 4	49 3	46 5
INDEX-NUMBERS.						
30th June, 1914	828	911	991	1,144	1,110	1,000
31st December, 1914	862	917	994	1,110	1,153	1,008
31st December, 1927	1,793	1,936	1,958	2,001	1,937	1,945
31st December, 1928	1,813	1,993	1,954	2,029	1,946	1,980
30th September, 1929	1,819	2,006	1,984	2,029	1,961	1,992
31st December, 1929	1,815	1,999	1,984	2,015	1,982	1,990
30th September, 1930	1,799	1,995	1,948	2,007	1,961	1,979
31st December, 1930	1,777	1,994	1,934	1,994	1,945	1,971
31st March, 1931	1,768	1,795	1,879	1,940	1,923	1,854
30th June, 1931	1,679	1,781	1,768	1,932	1,897	1,828
30th September, 1931	1,666	1,690	1,730	1,917	1,858	1,771
31st December, 1931	1,630	1,672	1,728	1,869	1,834	1,746
31st March, 1932	1,617	1,620	1,691	1,865	1,834	1,716
30th June, 1932	1,591	1,617	1,686	1,853	1,817	1,707

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

(b) Weighted average.

6. **Hours of Labour and Hourly Rates of Wage, 31st December, 1931.**—(i.) *General.*—The rates of wage referred to in the preceding paragraphs are the minimum payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances, between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some

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

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

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

(ii.) *Adult Males.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at the 31st December, 1931:—

Weekly and Hourly Rates of Wage—Adult Males—Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1931.

Industrial Groups.	Particulars. (a)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
I. Wood, Furniture, etc.	Weekly Wage	91/6	81/5	92/2	74/5	79/7	81/4	85/7
	Working Hours	45.74	47.97	44.03	48.00	46.58	47.90	46.46
	Hourly Wage	2/0	1/8½	2/1	1/6½	1/8½	1/8½	1/10
II. Engineering, Metal Works, etc.	Weekly Wage	95/11	78/11	89/7	74/2	84/9	80/11	86/3
	Working Hours	44.03	46.71	44.00	46.63	44.80	45.64	45.28
	Hourly Wage	2/2½	1/8½	2/0½	1/7	1/10½	1/9½	1/10½
III. Food, Drink, etc.	Weekly Wage	95/8	81/9	88/0	84/2	86/7	86/0	88/6
	Working Hours	44.35	46.93	44.02	46.36	45.80	47.94	45.55
	Hourly Wage	2/2	1/9	1/11½	1/9½	1/10½	1/9½	1/11½
IV. Clothing, Boots, etc.	Weekly Wage	85/5	82/6	84/3	84/3	88/8	77/11	83/11
	Working Hours	44.00	45.17	44.00	44.00	44.00	46.20	44.54
	Hourly Wage	1/11½	1/10	1/11	1/11	2/0½	1/8½	1/10½
V. Books, Printing, etc.	Weekly Wage	107/8	98/3	101/4	89/10	111/9	91/7	102/0
	Working Hours	43.38	43.63	44.00	43.56	42.52	43.35	43.51
	Hourly Wage	2/5½	2/3	2/3½	2/0½	2/7½	2/1½	2/4½
VI. Other Manufacturing	Weekly Wage	91/9	79/10	85/4	78/11	84/7	83/4	85/4
	Working Hours	45.29	47.21	45.16	47.25	46.03	47.03	46.21
	Hourly Wage	2/0½	1/8½	1/10½	1/8	1/10	1/9½	1/10½
VII. Building	Weekly Wage	109/4	90/9	103/4	84/9	90/5	86/4	98/9
	Working Hours	43.66	44.33	44.00	44.44	44.13	44.59	44.04
	Hourly Wage	2/6	2/0½	2/4½	1/11	2/0½	1/11½	2/3
VIII. Mining (b)	Weekly Wage	106/7	97/4	112/5	(c)	98/7	91/6	102/5
	Working Hours	43.20	45.61	43.47	..	43.65	44.83	43.87
	Hourly Wage	2/5½	2/1½	2/7	..	2/3	2/0½	2/4
IX. Rail and Tram Services	Weekly Wage	97/2	79/0	86/3	73/10	82/1	75/6	86/7
	Working Hours	44.00	47.59	47.37	48.00	44.40	48.00	45.96
	Hourly Wage	2/2½	1/8	1/9½	1/6½	1/10½	1/7	1/10½
X. Other Land Transport	Weekly Wage	96/10	72/1	86/3	60/6	80/2	70/4	83/11
	Working Hours	44.00	47.73	47.67	48.00	46.50	48.00	46.18
	Hourly Wage	2/2½	1/6	1/9½	1/5½	1/8½	1/5½	1/9½

(a) Particulars relate to the average weighted weekly wage, working hours, and hourly wage respectively. (b) Average rates of wage and hours prevailing at the principal mining centres in each State. (c) 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. (d) Including the estimated value of board and lodging where supplied. (e) Mining industry dormant owing to low prices of industrial metals. Very few workpeople employed regularly in metalliferous mining.

Weekly and Hourly Rates of Wage—Adult Males—Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1931—continued.

Industrial Groups	Particulars.(a)	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
XI. Shipping, etc.	Weekly Wage(c)	82/11	80/10	80/8	82/2	80/4	81/3	81/10
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(d)	84/0	77/1	83/0	72/0	77/2	77/11	80/3
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc	Weekly Wage(d)	92/1	85/6	78/7	72/0	80/10	65/9	85/3
	Working Hours	44.00	47.94	47.80	48.00	48.00	48.00	46.38
	Hourly Wage	2/1	1/9½	1/7½	1/6	1/8½	1/4½	1/10
XIV. Miscellaneous ..	Weekly Wage	91/4	80/11	85/6	70/5	76/8	73/2	83/11
	Working Hours	44.34	47.74	45.22	47.84	47.23	47.88	46.20
	Hourly Wage	2/0½	1/8½	1/10½	1/5½	1/7½	1/6½	1/9½
All Groups	Weekly Wage	93/5	82/2	89/0	75/0	84/1	79/9	86/10
All Groups excepting XI and XII.	Weekly Wage	96/4	83/3	91/7	75/4	85/9	80/6	88/9
	Working Hours	44.22	46.88	44.98	46.82	45.55	46.76	45.51
	Hourly Wage	2/2½	1/9½	2/0½	1/7½	1/10½	1/8½	1/11½

(a) Particulars relate to the average weighted weekly wage, working hours, and hourly wage respectively. (b) Average rates of wage and hours prevailing at the principal mining centres in each State. (c) 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. (d) Including the estimated value of board and lodging where supplied. (e) Mining industry dormant owing to low prices of industrial metals. Very few workpeople employed regularly in metalliferous mining.

(iii.) *Adult Females.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult female workers, and weekly hours of labour at the 31st December, 1931 :—

Weekly and Hourly Rates of Wage—Adult Females—Weighted Average Rates of Wage payable, and Weekly Hours of Labour, 31st December, 1931.

Industrial Groups	Particulars.a	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Australia.
III Food, Drink, etc	Weekly Wage	45/8	45/0	40/5	36/11	39/8	38/3	44/4
	Working Hours	44.80	47.31	45.00	48.00	44.00	48.00	46.17
	Hourly Wage	1/0½	0/11½	0/10½	0/9½	0/10½	0/9½	0/11½
IV Clothing, Boots, etc	Weekly Wage	47/0	44/2	45/4	45/11	47/2	43/10	45/5
	Working Hours	44.00	44.86	44.00	44.00	44.00	45.33	44.41
	Hourly Wage	1/0½	0/11½	1/0½	1/0½	1/0½	0/11½	1/0½
I, II., V., & VI. All other Manufacturing	Weekly Wage	47/3	47/5	44/4	43/10	..	46/4	46/11
	Working Hours	44.19	45.73	44.14	46.17	..	44.00	45.04
	Hourly Wage	1/0½	1/0½	1/0	0/11½	..	3/0½	1/0½
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	52/2	51/2	48/3	40/8	56/5	50/6	50/9
	Working Hours	43.38	46.15	46.00	48.00	47.20	48.00	45.43
	Hourly Wage	1/2½	1/1½	1/0½	0/10½	1/2½	1/0½	1/1½
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	54/1	46/3	54/6	40/0	..	..	49/10
	Working Hours	44.00	46.00	44.00	48.00	..	..	45.14
	Hourly Wage	1/2½	1/0	1/2½	0/11	..	..	1/1½
All Groups	Weekly Wage	49/8	45/10	47/11	43/1	51/7	45/8	47/5
	Working Hours	43.93	45.44	44.56	46.03	45.57	46.07	44.88
	Hourly Wage	1/1½	1/0	1/1	0/11½	1/1½	1/0	1/0½

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

7. Average Nominal Weekly Wage—States, 1891 to 1931.—The following table shows the average weekly rate of wage payable to adult male workers in each State from 1891 to 1931. The wages given in this table relate to the 31st December in each year.

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

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

Particulars.	1891.		1901.		1907.		1911.		1914.		1920.		1921.		1926.		1927.		1928.		1929.		1930.		1931.			
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.		
N.S. Wales ..	44	1 43	11 46	7 31	5 56	2 94	0 95	10 100	3 101	10 102	7 102	11 99	1 93	5														
Victoria ..	40	3 40	9 43	11 30	6 54	7 86	1 93	7 99	6 100	3 99	8 101	1 96	11 82	2														
Queensland ..	46	6 46	2 46	10 51	1 53	5 91	6 96	8 100	1 100	3 101	2 101	2 92	5 89	0														
S. Australia ..	41	7 42	0 43	11 51	11 54	5 82	8 89	5 95	8 96	7 96	2 97	0 92	8 75	0														
W. Australia ..	52	4 53	11 53	11 39	0 62	10 89	9 95	0 98	9 98	10 99	6 100	7 99	7 84	1														
Tasmania ..	38	6 36	10 37	1 41	0 32	8 85	9 91	8 94	10 93	10 93	3 94	8 92	1 79	9														
Australia(a)	43	5 43	5 45	9 51	3 55	7 89	10 94	6 99	4 100	2 100	5 101	2 96	9 86	10														

INDEX-NUMBERS.

N.S. Wales ..	861	859	910	1,003	1,096	1,835	1,869	1,959	1,988	2,001	2,007	1,933	1,823
Victoria ..	789	796	857	985	1,065	1,679	1,846	1,941	1,957	1,944	1,972	1,891	1,603
Queensland ..	908	901	914	997	1,042	1,785	1,886	1,952	1,953	1,974	1,975	1,803	1,737
S. Australia ..	811	819	858	1,013	1,062	1,613	1,745	1,867	1,885	1,877	1,896	1,807	1,463
W. Australia ..	1,022	1,052	1,053	1,152	1,226	1,751	1,853	1,927	1,928	1,941	1,963	1,943	1,641
Tasmania ..	751	719	725	799	1,028	1,674	1,788	1,853	1,832	1,820	1,848	1,797	1,536
Australia(a)	848	848	893	1,000	1,085	1,752	1,844	1,938	1,955	1,959	1,974	1,887	1,694

(a) Weighted average.

8. Average Nominal Weekly Wage—Industrial Groups, 1891 to 1931.—The following table shows for various years the average weekly wages payable in each industrial group. The wages relate to the 31st December in each year.

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

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

Particulars.	1891.		1901.		1907.		1911.		1914.		1920.		1921.		1926.		1927.		1928.		1929.		1930.		1931.			
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.		
Group I.	52	5 52	3 53	9 57	8 59	6 95	1 98	2 104	5 104	6 103	11 104	10 100	3 85	7														
" II.	47	8 44	5 49	9 54	6 57	9 92	5 98	2 102	0 102	10 102	1 103	6 99	1 86	3														
" III.	38	2 44	7 46	3 50	9 55	8 89	3 93	10 98	9 99	8 99	9 100	10 97	1 88	8														
" IV.	36	8 36	3 43	10 50	3 53	0 86	5 93	3 96	6 98	3 99	4 99	6 99	5 83	11														
" V.	53	5 51	0 51	9 58	11 63	10 99	6 104	7 111	5 113	7 117	10 119	1 116	5 102	0														
" VI.	46	4 46	5 46	4 51	11 56	0 88	11 95	0 100	6 101	4 100	8 102	2 97	10 85	4														
" VII.	50	6 53	10 56	7 62	1 65	5 95	7 102	5 110	8 112	10 112	4 113	0 109	8 98	0														
" VIII.	38	1 54	8 57	3 61	2 65	2 103	10 105	4 109	6 109	9 109	10 110	7 107	10 102	5														
" IX.	50	10 52	4 52	7 57	0 59	8 93	1 97	5 102	6 103	1 102	2 105	2 100	2 86	7														
" X.	39	6 40	9 41	8 46	7 52	8 87	3 90	2 95	6 97	4 96	3 96	9 92	10 83	11														
" XI.	38	2 38	5 40	4 44	7 49	10 88	0 101	8 103	7 103	7 103	3 107	0 99	6 81	10														
" XII.	34	10 32	1 37	5 43	0 49	5 87	1 89	0 93	5 94	3 95	9 95	6 87	5 80	3														
" XIII.	31	10 39	8 31	2 45	5 47	11 80	6 84	2 90	10 93	3 93	3 92	6 91	3 85	3														
" XIV.	39	7 38	10 41	7 47	7 54	0 84	11 91	1 95	6 96	0 96	1 96	8 93	7 83	11														
ALL GROUPS (a)	43	5 43	5 45	9 51	3 55	7 89	10 94	6 99	4 100	2 100	5 101	2 96	9 86	10														

(a) Weighted average.

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

NOTE.—Index-numbers for each industrial group and for all industrial groups are based on the average wage for all groups in 1911 (51s. 3d.) as base (= 1000). The index-numbers in the table are comparable throughout.

INDEX-NUMBERS.

Industrial Group.	1891.	1901.	1907.	1911.	1914.	1920.	1921.	1926.	1927.	1928.	1929.	1930.	1931.
I. Wood, Furniture, etc.	1,023	1,019	1,049	1,125	1,161	1,855	1,916	2,037	2,039	2,028	2,046	1,956	1,669
II. Engineering, Metal Works, etc.	931	945	971	1,064	1,127	1,803	1,915	1,991	2,006	1,993	2,019	1,933	1,683
III. Food, Drink, etc.	745	871	902	997	1,085	1,742	1,832	1,926	1,944	1,947	1,967	1,894	1,727
IV. Clothing, Hats, Boots, etc.	716	708	856	981	1,034	1,687	1,819	1,883	1,917	1,939	1,942	1,940	1,638
V. Books, Printing, etc.	1,043	996	1,010	1,149	1,246	1,941	2,040	2,173	2,216	2,299	2,323	2,271	1,991
VI. Other Manufacturing	904	907	905	1,013	1,093	1,736	1,854	1,961	1,977	1,964	1,994	1,909	1,664
VII. Building	986	1,050	1,105	1,213	1,276	1,865	1,999	2,160	2,202	2,191	2,205	2,139	1,926
VIII. Mining	1,134	1,067	1,117	1,194	1,272	2,026	2,056	2,137	2,142	2,143	2,157	2,104	1,999
IX. Rail and Tram Services	992	1,021	1,027	1,113	1,165	1,816	1,901	2,001	2,012	1,994	2,052	1,955	1,690
X. Other Land Transport	772	795	813	910	1,026	1,702	1,760	1,863	1,900	1,878	1,888	1,812	1,638
XI. Shipping, etc.	745	751	787	871	972	1,716	1,984	2,020	2,021	2,014	2,067	1,941	1,596
XII. Agricultural, Pastoral, etc.	680	627	730	839	965	1,699	1,736	1,823	1,839	1,869	1,863	1,706	1,566
XIII. Domestic, Hotels, etc.	641	598	608	887	935	1,571	1,642	1,772	1,820	1,820	1,804	1,780	1,663
XIV. Miscellaneous	773	759	812	929	1,054	1,656	1,778	1,863	1,872	1,874	1,886	1,826	1,637
All Groups(a)	848	848	893	1,000	1,085	1,752	1,844	1,938	1,955	1,959	1,974	1,887	1,694

(a) Weighted average.

9. Hourly Rates of Wages (a)—1914—1931.—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified.

Average Nominal Hourly Rates of Wage—Adult Male Workers.

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914 ..	s. d. 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, 1919	1 7½	1 6½	1 9	1 5½	1 7½	1 5½	1 7½
" " 1920	2 0	1 10	2 0½	1 8½	1 11½	1 10	1 11
" " 1921	2 1½	2 0½	2 2	1 10½	2 1	1 11½	2 0½
" " 1922	2 0½	1 11½	2 1½	1 10½	2 0½	1 10½	2 0
" " 1923	2 0½	2 1	2 1½	1 11½	2 0½	1 11½	2 0½
" " 1924	2 0½	2 1	2 1½	1 11½	2 0½	1 11½	2 0½
" " 1925	2 1½	2 1½	2 3½	2 0½	2 1½	2 0	2 1½
" " 1926	2 3½	2 2	2 4	2 0½	2 2½	2 0½	2 2½
" " 1927	2 3½	2 2½	2 4	2 1½	2 2½	2 0½	2 2½
" " 1928	2 4	2 2	2 4	2 1	2 2½	2 0	2 3
" " 1929	2 4	2 2½	2 4	2 1½	2 2½	2 0½	2 3
" " 1930	2 2½	2 1½	2 1½	2 0	2 2½	1 11½	2 1½
" " 1931	2 2½	1 9½	2 0½	1 7½	1 10½	1 8½	1 11½

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

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

NOTE.—Index-numbers based on the average hourly wage for Australia—30th April, 1914 (13,96d.) as base (= 1,000). The index-numbers in the table are comparable throughout. The rates of wage per hour are shown to the nearest farthing.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	998	980	963	991	1,170	933	1,000
31st December, 1919	1,405	1,332	1,512	1,262	1,408	1,259	1,378
" " 1920	1,725	1,570	1,753	1,492	1,686	1,567	1,655
" " 1921	1,817	1,741	1,865	1,637	1,796	1,675	1,779
" " 1922	1,735	1,709	1,803	1,621	1,766	1,628	1,726
" " 1923	1,775	1,790	1,808	1,676	1,754	1,696	1,771
" " 1924	1,761	1,790	1,838	1,709	1,771	1,706	1,774
" " 1925	1,808	1,823	1,988	1,761	1,827	1,723	1,829
" " 1926	1,944	1,864	1,997	1,776	1,878	1,746	1,900
" " 1927	1,980	1,880	1,998	1,800	1,882	1,731	1,920
" " 1928	2,004	1,867	2,001	1,788	1,916	1,728	1,928
" " 1929	2,011	1,895	2,001	1,808	1,923	1,751	1,940
" " 1930	1,912	1,813	1,846	1,724	1,922	1,708	1,851
" " 1931	1,873	1,527	1,749	1,383	1,617	1,480	1,676

10. **Weighted Average Nominal Hours of Labour—Adult Males.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for male workers in each State and Australia at the 30th April, 1914, and at 31st December, 1919 to 1931. Index-numbers are given for each State, based on the average weekly hours at each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (= 1,000).

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia. (a)
30th April, 1914 ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
31st December, 1919	47.77	47.36	46.19	47.58	47.60	47.89	47.41
" " 1920	47.51	47.19	45.63	47.29	46.53	47.33	47.07
" " 1921	45.66	46.95	45.52	47.07	46.24	46.84	46.22
" " 1922	46.05	46.99	45.51	47.00	46.41	46.93	46.38
" " 1923	46.73	47.06	45.51	47.00	46.66	47.27	46.70
" " 1924	46.75	46.99	45.40	46.98	46.52	47.26	46.66
" " 1925	46.76	46.98	43.88	46.97	46.26	47.25	46.44
" " 1926	44.55	46.94	43.95	46.95	45.80	47.27	45.57
" " 1927	44.44	46.82	43.96	46.78	45.75	47.16	45.46
" " 1928	44.17	46.70	43.96	46.67	45.30	46.85	45.27
" " 1929	44.14	46.83	43.96	46.83	45.58	47.09	45.34
" " 1930	45.64	46.85	44.43	46.83	45.55	47.09	45.98
" " 1931	44.22	46.88	44.98	46.83	45.55	46.76	45.51

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

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia. (a)
INDEX-NUMBERS.							
30th April, 1914 ..	1,010	997	997	993	976	994	1,000
31st December, 1919	976	968	944	972	973	979	969
" " 1920	971	964	933	966	951	967	962
" " 1921	933	960	930	962	945	957	945
" " 1922	941	960	930	961	948	959	948
" " 1923	955	962	930	961	954	966	954
" " 1924	955	960	928	960	951	966	954
" " 1925	956	960	897	960	945	966	949
" " 1926	910	959	898	960	936	966	931
" " 1927	908	957	898	956	935	964	929
" " 1928	903	954	898	954	926	957	925
" " 1929	902	957	898	957	932	962	927
" " 1930	933	958	908	957	931	962	940
" " 1931	904	958	919	957	931	956	930

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

II. Hourly Rates of Wage, 1914 to 1931—Adult Females.—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified.

Average Nominal Hourly Rates of Wage—Adult Female Workers.

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
30th April, 1914 ..	0 6½	0 6½	0 6½	0 5¾	0 9¼	0 6	0 6½
31st December, 1919	0 10	0 8½	0 9¼	0 8½	0 11	0 8	0 9½
" " 1920	0 11½	0 11¼	0 11½	0 10½	1 1¾	0 10½	0 11½
" " 1921	1 1	1 0½	1 1¼	0 11¾	1 2¾	1 0	1 0½
" " 1922	1 0½	1 0½	1 0¾	0 11½	1 2¾	1 0	1 0
" " 1923	1 1	1 0¾	1 1¼	1 0	1 2¾	1 0½	1 1
" " 1924	1 0¾	1 1	1 1½	1 0	1 2¾	1 0½	1 1
" " 1925	1 1	1 1¼	1 2	1 0½	1 3¼	1 0½	1 1½
" " 1926	1 1½	1 1½	1 2½	1 1	1 3½	1 1	1 1½
" " 1927	1 2½	1 1½	1 2½	1 1	1 3½	1 1½	1 2
" " 1928	1 2¾	1 2¼	1 3	1 1½	1 3½	1 2	1 2½
" " 1929	1 2¾	1 2¼	1 3	1 1½	1 3½	1 2	1 2½
" " 1930	1 2	1 2	1 2½	1 1½	1 3½	1 2	1 2½
" " 1931	1 1½	1 0	1 1	0 11¼	1 1½	1 0	1 0½

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	980	1,021	976	881	1,386	920	1,000
31st December, 1919	1,523	1,307	1,483	1,262	1,639	1,211	1,410
" " 1920	1,777	1,635	1,761	1,578	2,069	1,580	1,730
" " 1921	1,965	1,878	1,989	1,770	2,215	1,794	1,923
" " 1922	1,899	1,881	1,908	1,726	2,215	1,797	1,889
" " 1923	1,943	1,937	1,997	1,815	2,215	1,831	1,944
" " 1924	1,929	1,943	2,017	1,821	2,236	1,898	1,949
" " 1925	1,944	2,000	2,125	1,913	2,280	1,893	1,995
" " 1926	2,080	2,059	2,169	1,959	2,319	1,952	2,078
" " 1927	2,175	2,084	2,193	1,958	2,327	1,985	2,125
" " 1928	2,205	2,140	2,250	2,003	2,333	2,092	2,172
" " 1929	2,218	2,154	2,252	2,015	2,333	2,108	2,182
" " 1930	2,113	2,127	2,172	2,011	2,383	2,105	2,128
" " 1931	2,044	1,822	1,943	1,688	2,045	1,791	1,910

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

The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for female workers in each State and Australia at 30th April, 1914, and at 31st December, 1919 to 1931. Index-numbers are given for each State based on the average weekly hours at each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (= 1,000).

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914 ..	49.34	48.54	49.32	49.33	48.69	50.76	49.08
31st December, 1919	47.53	47.63	46.76	47.67	48.12	49.28	47.54
" " 1920	46.83	46.23	46.09	46.51	46.20	47.86	46.47
" " 1921	45.06	46.04	45.66	46.10	45.97	47.86	45.69
" " 1922	45.33	46.14	45.60	46.10	45.97	47.86	45.82
" " 1923	45.51	46.13	45.60	46.10	45.97	47.86	45.98
" " 1924	45.98	46.08	45.60	46.10	45.97	47.86	46.02
" " 1925	46.17	45.83	44.00	46.10	45.57	47.86	45.78
" " 1926	44.02	45.60	44.01	46.10	45.57	47.86	44.94
" " 1927	44.02	45.58	44.01	46.10	45.57	47.86	44.94
" " 1928	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1929	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1930	45.85	45.44	44.01	46.03	45.57	46.07	45.48
" " 1931	43.93	45.44	44.56	46.03	45.57	46.07	44.88

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
30th April, 1914 ..	1,005	989	1,005	1,005	992	1,034	1,000
31st December, 1919	968	970	953	971	980	1,004	967
" " 1920	954	942	939	948	941	975	947
" " 1921	918	938	930	939	937	975	931
" " 1922	924	940	929	939	937	975	934
" " 1923	933	940	929	939	937	975	937
" " 1924	937	939	929	939	937	975	938
" " 1925	941	934	896	939	928	975	933
" " 1926	897	929	897	939	928	975	916
" " 1927	897	929	897	939	928	975	916
" " 1928	895	925	897	938	928	939	913
" " 1929	895	925	897	938	928	939	913
" " 1930	934	926	897	938	928	939	927
" " 1931	895	926	908	938	928	939	914

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

(ii.) *Effective or Real Weekly Wage Index-numbers—1901 to 1931.* In computing these *effective* wage index-numbers for the respective years, the nominal wage index-numbers have been divided by the retail price index-numbers, food, groceries and rent (all houses) for the capital cities. The resulting index-numbers show for each State and for Australia for the years specified the variations in *effective* or *real* wages. The nominal wage index-numbers for the years prior to 1914 are based on rates of wage current at the end of December, the only data available. For the years 1914 onward, however, the nominal wage index-numbers used are based on the average wage for the four quarters in each year, and in this respect differ from those in the preceding sections. However, so far as the years 1901 and 1911 are concerned, it must be noted that as the movement in wages during any one year prior to 1914 was very slight, it is possible, even if the wage data were available in quarters, that the index-numbers used would approximate very closely to those based on averages for the year.

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

Particulars.	1901.	1911.	1914.	1920.	1921.	1924.	1925.	1926.	1927.	1928.	1929.	1930.	1931.
N.S.W. ..	961	973	906	911	1,079	1,069	1,048	1,035	1,079	1,089	1,050	1,107	1,160
Victoria ..	915	1,037	961	875	1,038	1,007	1,073	1,069	1,095	1,120	1,084	1,158	1,162
Queensland	1,172	1,090	1,038	1,036	1,244	1,232	1,241	1,183	1,222	1,236	1,220	1,317	1,345
S. Australia	948	957	929	853	1,027	1,051	1,053	1,076	1,073	1,089	1,067	1,166	1,178
W. Australia	1,024	1,023	1,070	1,012	1,139	1,161	1,162	1,165	1,169	1,156	1,143	1,229	1,232
Tasmania ..	827	838	942	830	977	1,017	1,044	1,037	1,072	1,099	1,064	1,111	1,114
Australia	964	1,000	948	911	1,076	1,095	1,081	1,072	1,102	1,115	1,082	1,152	1,185

In the preceding table the *effective* wage index-numbers are computed to the one base, that of Australia for 1911. Subject to the qualification already referred to, which, as has been pointed out, does not materially affect the figures, the index-numbers are comparable in all respects, and comparisons may be made as to the increase or decrease in the *effective* wage index-number for any State over any period of years. Thus, it will be seen that comparing 1931 with 1901 and with 1911, there has been an increase in the index-numbers in all States.

14. **Effective or Real Wages and Standard of Comfort, 1901 to 1931.**—In the preceding paragraph, particulars are given as to variations in *effective* wages in each State, due allowance having been made for variations in the purchasing-power of money, but not for unemployment.

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

* This expression must not be confused with "standard of living." A change in the standard of living necessarily involves a change in regimen (see Labour Report No. 1) that is, a change in the nature or in the relative quantity of commodities purchased, or both. A change in the "standard of comfort," merely implies a variation in *effective* wages, which variation may or may not result in or be accompanied by a change in the "standard of living."

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

Year.	I. Nominal Weekly Wage Index- numbers.	II Percentage Unem- ployed.	III. Rate of Wage Index-numbers, allowing for Unemployment. Recomputed. (1911 = 1,000).	IV. Retail Price Index- numbers. Food, Groceries and Rent (all houses).	Effective or Real Wage Index-numbers.	
					V Full Work	VI Allowing for Un- employ- ment
1901	848	6.6	832	380	964	945
1906	866	6.7	848	902	960	940
1907	893	5.7	884	897	966	966
1908	900	6.0	888	951	946	934
1909	923	5.8	913	948	974	963
1910	955	5.6	945	970	985	974
1911	1,000	4.7	1,000	1,000	1,000	1,000
1912	1,051	5.5	1,042	1,101	955	946
1913	1,076	5.3	1,071	1,104	975	970
1914	1,081	8.3	1,040	1,140	948	912
1915	1,092	9.3	1,039	1,278	854	813
1916	1,144	5.8	1,131	1,324	864	854
1917	1,226	7.1	1,195	1,318	930	907
1918	1,270	5.8	1,255	1,362	932	921
1919	1,370	6.6	1,343	1,510	907	889
1920	1,627	6.5	1,596	1,785	911	894
1921	1,826	11.2	1,701	1,697	1,076	1,002
1922	1,801	9.3	1,715	1,600	1,126	1,072
1923	1,805	7.1	1,760	1,700	1,062	1,035
1924	1,840	8.9	1,759	1,681	1,095	1,046
1925	1,861	8.8	1,781	1,722	1,081	1,034
1926	1,914	7.1	1,866	1,786	1,072	1,045
1927	1,946	7.0	1,899	1,766	1,102	1,075
1928	1,963	10.8	1,837	1,760	1,115	1,044
1929	1,972	11.1	1,839	1,822	1,082	1,009
1930	1,939	19.3	1,642	1,683	1,152	976
1931	1,752	27.4	1,335	1,479	1,185	903

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

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

Compared with 1911 the *effective wage* in 1901 was 3.6 per cent. less for full work, and 5.5 per cent. less after allowance for unemployment. In connexion with the index-numbers in Column VI., unemployment was less in 1911—the base year, than in any other year. During the period 1912 to 1920, while wages increased steadily, prices increased at a greater rate, with the result that the purchasing power of wages was less in each of these years than in 1911. The first occasion on which the *effective wage* was higher than in 1911 was in the year 1921.

Retail prices fell rapidly during the year 1931, as compared with the previous year. Nominal wages declined, but not to the same extent as prices, with the result that the *effective wage index-number* for full work

increased from 1,152 to 1,185, the highest point recorded in the investigation. As unemployment increased considerably, the index-number allowing for unemployment declined to 903, the lowest point recorded since the year 1921. Comparison with 1911 shows that the effective wage for full time work was 18.5 per cent higher, but allowing for unemployment was 8.7 per cent. lower during 1931.

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

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

Estimated Value of Australian Production.

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and Fisherics.	Mining.	Manufacturing.	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
1907 ..	30,323	54,771	15,667	3,940	28,157	34,090	166,948
1908 ..	37,150	46,468	16,564	4,368	24,355	33,956	162,861
1909 ..	41,056	52,336	16,571	4,504	22,893	36,913	174,273
1910 ..	39,752	56,017	19,086	5,072	23,030	42,442	185,399
1911 ..	38,774	52,729	20,154	5,868	23,303	47,531	188,359
1912 ..	45,754	56,148	21,713	6,745	25,475	53,401	209,236
1913 ..	46,162	63,146	21,682	6,626	25,594	57,674	220,884
1914 ..	36,052	67,085	22,504	6,853	22,054	59,004	213,552
1915 ..	75,475	70,172	22,399	6,253	22,060	59,212	255,571
1916 ..	61,255	83,054	27,931	6,062	23,192	60,502	261,996
1917 ..	59,641	91,979	31,326	6,147	24,998	65,327	279,418
1918 ..	59,036	96,662	33,738	6,890	25,462	70,087	291,875
1919-20 ..	72,202	111,683	38,830	9,670	18,982	92,330	343,697
1920-21 ..	112,801	90,641	52,613	11,136	21,675	101,778	390,644
1921-22 ..	81,890	75,054	44,417	10,519	20,029	112,517	344,426
1922-23 ..	84,183	97,127	43,542	11,124	20,281	123,188	379,445
1923-24 ..	81,166	110,216	42,112	11,866	22,184	132,732	400,276
1924-25 ..	107,163	127,301	45,190	12,357	24,592	137,977	454,580
1925-26 ..	89,267	113,556	48,278	12,784	24,529	143,256	431,670
1926-27 ..	98,295	111,717	46,980	12,790	23,939	153,634	447,354
1927-28 ..	84,328	124,555	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	43,007	8,313	15,356	112,966	319,701

In previous issues, an attempt has been made to measure the quantity of material production by means of production price index-numbers. These index-numbers have never been regarded as satisfactory over a long period, and there is danger in continuing them further in respect to manufacturing production. (See Production Bulletin No. 24, page 112.) In the absence of a satisfactory measure of the quantity of production, all that is offered here is a measure of "real" production, i.e., the value of production measured in the same retail purchasing power, which was used to find "real" wages.

Two tables are given:—The first shows "real" production per head of population. This table must be read with caution for the following considerations. The production considered is only material production 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 material production. For example, the present use of the motor car, the cinema, and wireless is comparatively recent, and these employ a much larger number of people in services than in material production, particularly when the material instruments are largely imported. It follows 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 a different story. 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 ever since 1906. Whatever gain had been made in productive efficiency had been off-set by the gradual swing-over from production of goods to production of services. With unemployment becoming intense in the last three years, the index fell from its normal figure of about 100 to 76 in 1930-31. This would imply a fall in average real income of about 24 per cent. from the normal level, taking unemployment into account. It is anticipated, however, that the corresponding index for 1931-32 will show an improvement and will probably reach 79; an increase of almost 4 per cent. in "real" production per head.

The index of "real" production per person engaged, as given in the last column of the second table, shows on the other hand an appreciable upward tendency. It rose steeply during the war, as might have been expected, fell somewhat after the war, and recovered again. For 1929-30, it fell to 105, due to the lag in the fall of retail prices, increased to 107 for 1930-31, and will probably rise appreciably for 1931-32, as contrasted with about 79 for "real" production per head. This high figure for "real" production per person engaged implies a high "real" wage for those in employment. This is consistent with available information concerning rates of "effective" or "real" wages, which in the second quarter of 1932 had maintained the high level reached in the years 1927-29.

Production per Head of Population.

Year	Value of Material Production.			Retail Prices Index Number (a) 1911 = 1,000.	"Real" Production per head of population (measured in retail purchasing power) 1911 = 100.
	Total. £1,000.	Per head of population.			
		Actual	Index Number 1911 = 100		
		£			
1906 ..	147,043	35.9	87	902	97
1911 ..	188,359	41.2	100	1,000	100
1913 ..	220,884	45.1	110	1,104	99
1914 ..	213,552	43.0	104	1,140	92
1916 ..	261,996	53.3	129	1,324	98
1917 ..	279,418	56.1	136	1,318	103
1918 ..	291,875	57.5	140	1,362	102
1919-20 ..	343,697	64.8	157	1,624	97
1920-21 ..	390,644	72.2	175	1,821	96
1921-22 ..	344,426	62.5	152	1,600	95
1922-23 ..	379,445	67.4	164	1,642	100
1923-24 ..	400,276	69.6	169	1,714	99
1924-25 ..	454,580	77.4	188	1,690	111
1925-26 ..	431,670	72.1	175	1,766	99
1926-27 ..	447,354	73.2	178	1,763	101
1927-28 ..	452,901	72.6	176	1,776	99
1928-29 ..	447,805	70.7	172	1,785	96
1929-30 ..	389,537	60.7	148	1,783	83
1930-31 ..	319,701	49.4	120	1,574	76

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

Production per Person Engaged.

Year.	Number engaged in Material Production.(a)	Value of Material Production per person engaged in production.(a)		"Real" Production per person engaged (measured in retail purchasing power) 1911 = 100
		Actual	Index Number. 1911 = 100.	
	(1,000.)	£		
1906 ..	659	223	87	96
1911 ..	728	257	100	100
1913 ..	756	290	113	102
1914 ..	733	289	113	99
1916 ..	685	381	148	112
1917 ..	683	408	159	120
1918 ..	685	424	165	121
1919-20 ..	743	460	179	110
1920-21 ..	700	510	199	109
1921-22 ..	775	441	172	107
1922-23 ..	793	475	185	113
1923-24 ..	810	491	191	111
1924-25 ..	826	547	213	126
1925-26 ..	831	515	201	114
1926-27 ..	841	527	205	116
1927-28 ..	838	536	209	118
1928-29 ..	830	536	209	117
1929-30 ..	803	482	187	105
1930-31 ..	728	431	168	107

(a) Vide explanatory remarks below.

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" or "living" wage is determined by industrial tribunals in Australia operating under Commonwealth and State Arbitration Acts. In the Commonwealth Conciliation and Arbitration Act, and in the industrial legislation in New South Wales, Queensland, South Australia and Western Australia, provision is made for the tribunals appointed by the Acts to determine the minimum rates of wage to be paid to adult unskilled workers. In Victoria and Tasmania, the provision for the declaration of a minimum rate of wage for the respective States is not included in the industrial Acts in force. The Wages Board system operates in these two States, 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.

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

(a) Australia—*Commonwealth Conciliation and Arbitration Act 1904-1930.*

(b) New South Wales—*Industrial Arbitration Act 1912-1931.*

(c) Queensland—*Industrial Conciliation and Arbitration Act—1929-1931.*

(d) South Australia—*The Industrial Code 1920-1925.*

(e) Western Australia—*Industrial Arbitration Act 1912-1930.*

(ii) *Commonwealth.*—The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, and the same principle was enunciated in the New South Wales Arbitration Court in somewhat similar terms by Mr. Justice Heydon in 1905. In spite, however, of these pronouncements, and of the fact that wage-fixing tribunals had been in operation as early as 1896 (in the State of Victoria) it was not until the year 1907 that the first basic wage, as such, was declared by a Court in Australia. This declaration was made by Mr. Justice Higgins, President of the Commonwealth Court of Conciliation and Arbitration, and is popularly known as the "Harvester Judgment" on account of its having been determined in connexion with H. V. McKay's Sunshine Harvester Works. The rate of wage declared in this case was 7s. per diem or £2 2s. per week for Melbourne, the amount considered reasonable for "a family of about five." The constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

The judgment was delivered on 8th November, 1907, in the matter of the application of H. V. McKay for an Order in terms of Section 2 (d) of the *Excise Tariff 1906*. The Commonwealth Parliament had by this Act imposed

certain Excise duties on agricultural implements, but provided that the Act should not apply to goods manufactured in Australia "under conditions as to the remuneration of labour which are declared by the President of the Commonwealth Court of Conciliation and Arbitration to be fair and reasonable." The President discussed at length the meaning of "fair and reasonable", and stated "These remarks would not be made if the Legislature had defined the general principles on which I am to determine whether wages are fair and reasonable or the reverse. . . . The provision for fair and reasonable remuneration is obviously designed for the benefit of the employees in the industry; and it must be meant to secure to them something which they cannot get by the ordinary system of individual bargaining with employers. . . . The standard must therefore be something else; and I cannot think of any other standard appropriate than 'the normal needs of the average employee regarded as a human being living in a civilized community.'"

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 basis of 7s. per day or £2 2s. per week for Melbourne has been varied by the Commonwealth Court of Conciliation and Arbitration from time to time in accordance with the retail price index-numbers (food, groceries and rent—all houses) prepared by the Commonwealth Bureau of Census and Statistics for the city or town in which the persons affected are employed, and the rate so obtained has been taken by the Court as the minimum rate of wage for an unskilled male worker.

The weekly wage rates for the capital cities as so varied are shown in the third column of the following table. These rates are the "Harvester" equivalents plus the "Powers' 3s." per week, an amount added in 1921 for the purpose of securing to the worker during a period of rising prices the full equivalent of the "Harvester" standard. In accordance with the judgment of the Full Arbitration Court of 22nd January, 1931, referred to in the following paragraphs, these rates are subject to a 10 per cent. reduction. The basic weekly rates as at 1st August, 1932, are given in the table.

Basic Weekly Wage Rates fixed by Commonwealth Court of Conciliation and Arbitration for each Capital City as at 1st August, 1932.

Capital.	Index Numbers— Food, Groceries, and Rent (all Houses). and Quarter, 1932.	"Harvester" Equivalent Plus "Powers' 3s."	Weekly Rate after 10 per cent. Reduction.
		<i>s. d.</i>	<i>s. d.</i>
Sydney	1522	76 0	68 5
Melbourne	1392	70 0	63 0
Brisbane	1269	64 0	57 7
Adelaide	1289	65 0	58 6
Perth	1363	68 6	61 8
Hobart	1456	73 0	65 8
Weighted Average— Six Capitals	1419	71 0	63 11

The adequacy or otherwise of the amount allotted under the "Harvester" judgment has been the subject of much discussion, the author of the judgment himself urging on several subsequent occasions the need for its review. Frequent references to the desirability of an investigation have been made by Judges of the Court, but it was not decided to hold an inquiry into the method of determining the basic wage until the latter portion of the year 1930.

On the 15th August 1930, application was made by the Victorian and New South Wales Railways Commissioners for variation of current awards in the railway industry. The application sought variations in the basic wage as follows:—the abolition of the "Powers' 3s.", and the adoption of the Statistician's "all items" purchasing power of money figures in lieu of the figures now in use (food, groceries and rent—all houses) for determining the basic wage and adjustments thereof. On 5th November, by direction of the Court, all organizations bound by awards of the Court were notified that the matters in issue affected the basic wage, and were advised that they could intervene in the hearing. Employers and employees selected representatives, and the Full Arbitration Court held a Basic Wage Inquiry. The hearing commenced in November 1930, and concluded on 19th January 1931. Judgment was delivered on 22nd January. The Court refused to make any variations in the basic wage or in the present method of calculation thereof without further inquiry, but was forced to the conclusion, after considering the evidence relating to the decline in the national income, the reduction in spending power due to the cessation of loans, and the general depressed state of industry, that for a period of twelve months and thereafter until further order a general reduction of wages was necessary. With a few exceptions orders were made for variations of the awards covered by the applications before the Court, by the reduction of all wage rates therein prescribed by 10 per cent. for a period of twelve months and thereafter until further order, such variations to operate from 1st February, 1931. Additional applications for variation of awards were successful in obtaining the reduction, and rates of wage in practically all awards of the Court are subject to the 10 per cent. reduction.

Applications from organizations of employees for cancellation of the orders providing for the 10 per cent. reduction came before the Full Arbitration Court on the 7th March, 1932, and subsequent dates. After an exhaustive inquiry, the Court refused the applications for cancellation of the orders. Further reference to the judgment, which was delivered on the 17th June, will be found in Section I. of this Chapter.

The Commonwealth Conciliation and Arbitration Act provides that the "basic" wage is to be considered by a Court constituted by the Chief Judge and not less than two other Judges, and must be approved by a majority of the members of the Court. The amended Act of 1930 provides that any alteration of the "basic" wage or the principles on which it is computed, or any variation or interpretation of any award where the variation or interpretation would result in any such alteration, shall have no force or effect unless it is considered by the Court constituted as above-mentioned.

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

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

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age is operative in New South Wales. The Family Endowment (Further Amendment) Act, No. 58 of 1929, provides that where the family income in the determined period did not exceed the amount for the same period of the "living" wage for an adult employee in force in such period and appropriate to the case, a certificate for endowment shall, subject to the Act, be issued for the amount of five shillings per week for each child (under fourteen years) except one in the family.

(iv.) *Queensland*.—The Industrial Conciliation and Arbitration Act (No. 28) of 1929, repealed the *Industrial Arbitration Act* 1916, and amendments thereof, and the Basic Wage Act of 1925. The Board of Trade and Arbitration

was abolished, and a Court, called the Industrial Court, was established. The Act provides that it shall be the duty of the Court to make declarations as to—(a) the "basic" wage, and (b) the maximum weekly hours to be worked in industry (called the "standard" hours). For the purposes of making any such declarations the Court shall be constituted by the Judge and the two Conciliation Commissioners.

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

The first formal declaration by the Industrial Arbitration Court in this State of a minimum wage was gazetted on 24th February 1921, when the basic rates of wage in industries of average prosperity were determined to be—in Brisbane and Rockhampton, £4 5s. per week for adult males, and £2 3s. per week for adult females; in Townsville, £4 15s. for adult males, and £2 8s. for adult females. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the "basic" or "living" wage. The basic rates for Brisbane were reduced by the Court as from 1st March 1922, to £4 per week for adult males, and £2 1s. per week for adult females. On 28th September, 1925, these rates were increased to £4 5s. per week and £2 3s. per week respectively. Two reductions in the "basic" wage were made in 1930. On the 1st August the rate for adult male employees was reduced to £4 per week, and on the 1st December to £3 17s. The rates for adult females at these dates were fixed at £2 1s. and £1 19s. 6d. per week respectively. A further reduction of the basic rates was gazetted in 1931, the rates fixed as from the 1st July, 1931, being £3 14s. for adult males and £1 19s. for adult females. These rates were in operation at the end of June, 1932. The declarations of the Industrial Court and the opinions of the members are published in the Queensland Industrial Gazette.

(v.) *South Australia.*—The Industrial Code 1920, provides that the Board of Industry shall, after public inquiry as to the increase or decrease in the average cost of living, make a determination declaring what shall be the "living" wage to be paid to adult male employees and to adult female employees, with full powers to fix different rates to be paid in different defined areas.

It is provided that the Board of Industry shall hold an inquiry for the purpose of declaring the "living" wage wherever a substantial change in the cost of living or any other circumstance has, in the opinion of the Board,

rendered it just and expedient that the question of the "living" wage should be re-opened and reviewed, but no new determination shall be made by the Board until the expiration of a period 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 shall be President and shall preside at all meetings of the Board.

According to the Industrial Acts 1920-25, "living wage" means a sum sufficient for the normal and reasonable needs of the average employee living in the locality where the work under consideration is done or is to be done.

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

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

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

On the 11th October, 1930, the Board of Industry declared the "living" wage for adult male employees in the metropolitan area at 12s. 6d. per day, or £3 15s. per week, and on the 22nd December, 1930, the rate for adult female employees was declared at £1 15s. per week. The above rates are those determined by the majority of the Board of Industry. In each case a minority report was issued. The reports of the Board of Industry bearing on these declarations are published in Bulletin No. 8 issued by the Department of Industry, South Australia. The Board of Industry, on the 17th August, 1931, declared the basic rate for adult male workers at £3 3s. per week, and, on the 4th December, 1931, declared the rate for adult female workers at £1 11s. 6d. per week. These declarations are published in Bulletin, No. 9, issued by the Department of Industry. These rates were in force at the 30th June, 1932.

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

The *Industrial Arbitration Act 1912-1925* provided that, before the 14th June in every year, the Court, of its own motion, shall determine and declare—(a) a "basic" wage, operating from the 1st July of each year to be paid to male and female workers; and (b) wherever and whenever necessary differential basic rates to be paid in special or defined areas of the State.

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

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

The first declaration of the "basic" wage by the Court of Arbitration since the authority to fix same was vested in the Court by the Industrial Arbitration Act of 1925 was made on the 11th June, 1926, when the rate for adult male employees was determined at £4 5s. per week, and for adult female employees at £2 5s. 11d. per week. These rates remained in force until the declaration of the 5th June, 1929, when the rate for adult males was increased to £4 7s. per week, and for adult females to £2 7s. per week. These rates applied to the State with the exception of the gold-fields area where the rates were £4 5s. for adult male employees, and £2 5s. 11d. for adult female employees. The Court of Arbitration on the 10th June, 1930, revised the basic rates and fixed the rates as from 1st July, 1930, at £4 6s. per week for adult males and £2 6s. 5d. for adult females in the metropolitan area, and at £4 5s. and £2 5s. 11d. respectively in other parts of the State. On 3rd March, 1931, these rates were reduced to £3 18s. and £2 2s. 2d. in the metropolitan area, and £3 17s. and £2 1s. 8d. in other parts of the State. A declaration on the 10th June continued the basic rates previously declared. On the 18th August the Court issued a declaration determining the "basic" wages for the agricultural area, that is for the South-West Land Division, excluding the metropolitan area, at £3 16s. per week for adult males, and at £2 1s. per week for adult females. The rates for the metropolitan area and for other parts of the State were not changed.

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

On the 29th February, 1932, the Court declared the basic rates for the metropolitan area at £3 12s. per week for adult males, and at £1 18s. 11d. per week for adult females. For all other portions of the State the "basic" wage remained at the rates previously declared.

The declarations of the "basic" wage and the remarks made by members of the Court concerning such declarations are published in the *Western Australian Industrial Gazette*. The declaration of the 29th February, 1932, is published in *Gazette*, Vol. XII., No. 1.

On the 3rd May the "basic" wage for the South West Land Division was declared at £3 13s. 6d. per week for adult males, and at £1 19s. 8d. per week for adult females. The most recent declaration, dated 10th June, 1932, made no alteration in the basic rates for the metropolitan area, or for the South West Land Division, but increased the rates for the gold-fields areas, and other parts of the State, exclusive of the South West Land Division, to £3 18s. per week for adult males, and to £2 2s. 2d. per week for adult females.

Under the provisions of the *Financial Emergency Act 1931*, the Industrial Court has made Orders, on the applications of employers in a number of industries and callings, reducing the "basic" wage rate to 71s. 4d. (82 per cent. of 87s. per week), the "basic" wage rate in 1929-1930.

(vii.) The "basic" or "living" wage rates of State industrial tribunals are shown in the following table.

Basic Weekly Wage Rates fixed by State Industrial Tribunals.

State.	"Basic" Wage.		Date of Operation.	Family Unit (for Male Rate)
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales	(a) 3 10 0	1 18 0	26.8.32	Man, wife, and child
Victoria	(b)	(b)	(b)	(b)
Queensland .. .	3 14 0	1 19 0	1.7.31	Man, wife, and three children
South Australia ..	(e) 3 3 0	(f) 1 11 6	..	" "
Western Australia ..	(d) 3 12 0	1 18 11	1.3.32	(c)
Tasmania .. .	(b)	(b)	(b)	(b)

(a) Plus child allowances.

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

(c) Although the family unit is not specifically defined in the legislation of this State, the tribunal appointed to determine the "basic" wage has adopted the unit of man, wife and two children.

(d) Metropolitan area. "Basic" wage for country districts (including gold-fields areas), excepting the S.W. Land Division—males, £3 18s.; females £2 2s. 2d. S.W. Land Division (3rd May, 1932)—males, £3 13s. 6d.; females, £1 19s. 8d.

(e) Judgment dated 17th August, 1931.

(f) Judgment dated 4th December, 1931.

(viii.) *Royal Commission on Basic Wage, 1920.*—The Commonwealth Government appointed a Royal Commission in 1919 to inquire as to the actual cost of living at that time, according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household, for a man, wife and three children under fourteen years of age. The Commission made inquiries in each State, and their report, issued in 1920, recommended the following amounts for the various capital cities, viz. :—

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

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

2. CHILD ENDOWMENT.—(i.) *General.*—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age has become very prominent in Australia in recent years, and is actually in operation in certain instances.

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

(ii.) *The New South Wales Scheme.*—The earliest attempt made in Australia to institute the system was in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, and the matter dropped until the Session of 1926–27, when Acts, which have been amended during subsequent years, providing for the payment of child allowances were enacted. Prior to December, 1929, the Act provided for (a) the declaration of a basic wage, and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances would only be paid to the extent by which the total earnings of the worker and his family fell short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child. The amending Act, assented to on the 23rd December, 1929, provides that child endowment shall be 5s. per week for each child except one in the family. Payments of child allowances in New South Wales commenced to operate from 1st September, 1927. The fund from which these payments are made is created by a levy on the total amount of wages paid by employers. The rate of tax to be collected by the Government from employers during 1930 was fixed at 1 per cent. From the 1st July, 1931, the rate of tax was fixed at 2 per cent.

(iii.) *Commonwealth Public Service.*—The first payment of child endowment allowances in Australia was in connexion with the Commonwealth Public Service. When the Commonwealth Government decided to pay allowances, payment was made to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limitation of £400 per annum by way of salary plus allowance. The payment of the allowance in the Service is now limited to officers receiving from salary and allowance less than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in previous Labour Reports.