

CHAPTER II.—WAGES.

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

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

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

COMMONWEALTH.

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

STATES.

New South Wales	..	Industrial Arbitration Act 1912-1937.
Victoria	..	Factories and Shops Act 1928-1936.
Queensland	..	Industrial Conciliation and Arbitration Act 1932-1936.
South Australia	..	The Industrial Code 1920-1936.
Western Australia	..	Industrial Arbitration Act 1912-1935.
Tasmania	..	Wages Board Act 1920-1934.

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

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

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

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

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

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

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

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

4. Awards and Determinations Made and Industrial Agreements Filed.—The following table shows the number of awards and determinations made and industrial agreements filed, excluding variations, in each State and under the Commonwealth legislation dealing with these matters during each of the years 1932 to 1936.

Awards and Determinations Made and Industrial Agreements Filed.

State.	1932.		1933.		1934.		1935.		1936.	
	Awards of Determinations made.	Agreements filed.								
New South Wales ..	38	25	30	24	55	22	44	31	52	39
Victoria ..	103	..	138	..	90	..	101	..	141	..
Queensland ..	21	4	55	21	32	25	46	22	61	37
South Australia ..	18	8	16	1	19	3	69	9	22	17
Western Australia ..	5	4	10	9	12	11	17	24	24	26
Tasmania ..	11	3	9	3	7	1	18	..	23	..
Commonwealth Court ..	21	9	8	6	24	4	69	13	32	13
Commonwealth Public Service Arbitrator ..	1	..	1	4	..	2	..
Total ..	218	53	267	64	239	66	368	99	356	132

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

Courts, Wages and Industrial Boards, and the Commonwealth Public Service Arbitrator numbered 1,052 in 1936 compared with 1,706 in 1935, and were distributed as follows:—New South Wales, 816; Commonwealth Court, 126; Queensland, 72; South Australia, 9; Western Australia, 12, and the Commonwealth Public Service Arbitrator, 17. 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 1936 numbered 132, of which 119 were filed under the provisions of the State Industrial Acts in New South Wales, Queensland, South Australia, Western Australia and Tasmania, and 13 under the provisions of the Commonwealth Conciliation and Arbitration Act. The registration of industrial agreements is not provided for under the State Act in force in Victoria, but agreements filed under the provisions of the Commonwealth Conciliation and Arbitration Act are in operation within the State.

5. Awards, Determinations, and Agreements in Force.—Considerable extension of the principle of the fixation of legal minimum and marginal rates of wage and of working conditions has taken place during the period under review. The number of industrial awards and determinations in force throughout Australia at the 31st December, 1936, was 1,452, and the industrial agreements filed at the same date numbered 767. Including the operations under the Commonwealth Arbitration Acts the number of awards or determinations and industrial agreements in force increased by 877 and 366 respectively over the number in force at the 31st December, 1913.

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

The provisions in the Commonwealth and State Industrial Acts that awards and agreements shall remain in force until they have been superseded or rescinded occasion some difficulty when the compilation of a list of awards, determinations and agreements actually operative is undertaken, as the specified periods in many cases have expired. This difficulty applies not only to State awards and determinations but also to awards of the Commonwealth Court. Awards, determinations and industrial agreements regarding which definite information as to supersession or rescission is not readily

ascertainable are included in these records; but, in cases where it could be definitely claimed that an award, determination or agreement was out of date and the terms were not actually in operation, they have not been included in the records as at 31st December, 1936.

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

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

Dates.	Boards Authorized.	Boards which had made Awards or Determinations.	Awards or Determinations in Force.(a)	Industrial Agreements in Force.
31st December, 1913	505	387	575	401
" " 1915	573	498	663	546
" " 1925	573	522	1,181	607
" " 1932	655	589	1,337	625
" " 1933	655	581	1,363	653
" " 1934	655	581	1,493	689
" " 1935	660	583	1,435	709
" " 1936	660	583	1,452	767

(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 1936:—

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
	{ 1936 .. ..	..	..	(a) 319	189	..	76	19	57	660
Boards which have made determinations	{ 1913 .. ..	..	..	123	123	74	..	47	19	386
	{ 1936 .. ..	..	..	(b) 279	167	..	65	17	55	583
Awards and Determinations— In force	{ 1913	17	..	265	127	73	54	18	21	575
	{ 1936	166	45	480	175	290	79	153	58	1,452
Industrial Agreements— In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1936	150	..	179	..	223	34	171	10	767
Commonwealth Court Awards— Number in force in each State ..	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1936 .. ..	..	..	113	120	37	92	38	71	..
Commonwealth Agree- ments— Number in force in each State ..	{ 1913 .. ..	..	..	132	129	68	62	57	62	..
	{ 1936 .. ..	..	..	39	71	22	27	17	42	..
Commonwealth Public Service Arbitrator— Number of Deter- minations in force in each State ..	1936 .. ..	..	..	40	37	31	33	30	30	..

(a) Under Industrial Arbitration Act 1926, Conciliation Committees have been appointed, and at the end of 1936, 295 Committees were in operation.

(b) Two awards of Demarcation Boards.

Information concerning the main provisions of the various Industrial Acts in force throughout the Commonwealth was given in earlier Reports, and brief reviews are furnished each year respecting new industrial legislation, as well as details respecting noteworthy pronouncements or procedure by industrial tribunals, and any special application or conditions of the terms of awards or determinations. In this Report, brief particulars are given regarding new industrial legislation and special reports and tribunals connected with industrial matters during the year 1936 :—

(i) *Commonwealth Conciliation and Arbitration Court.*—The number of awards made by the Commonwealth Court during 1936 was 32, and 13 industrial agreements were filed under the provisions of the Act. Among the industries and occupations for which awards were made during the year were :—Waterside workers, all States ; saddlery and leather workers, all States excepting Western Australia ; printing trades, all States ; insurance employees in New South Wales, Victoria, South Australia and Western Australia ; actors in all States ; storemen and packers in Victoria, South Australia and Tasmania ; railway employees in South Australia and Tasmania ; agricultural implement and stove makers in Victoria and South Australia ; electrical trades in New South Wales and Victoria.

Industrial agreements covering the undermentioned occupations were also made during the year :—Sheet metal workers in Victoria ; electric supply employees in Tasmania ; coach and motor-body builders in South Australia ; flour milling employees in Tasmania ; and engine drivers at Port Kembla.

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

The 10 per cent. " cut " was removed by the Court as from the first pay period in May, 1934, as the result of a judgment delivered 17th April. At the same time the Court abandoned the former " Harvester " standard, and replaced it by a standard established by the New South Wales Board of Trade in 1925 brought up-to-date by means of the " All Items " (" C " series) index-numbers of this Bureau. A full account of the judgment appeared on p. 76 of Report No. 26.

In May, 1937, the Court heard a claim by the combined unions for an increase in the basic wage, full details of which will be found on page 77 of this Report. No legislation of industrial interest was passed during the year 1936 by the Commonwealth Parliament.

(ii) *New South Wales.*—During the year 1936 the number of Conciliation Committees established under the Industrial Act of 1926 was 10, the number which expired, were dissolved or were no longer operative was 9, and at the end of the year 295 Committees were in force. In addition, 319 Industrial Boards constituted under the Act of 1912 were in force, but no awards were issued by these Boards, the work previously performed by them being undertaken mainly by the Conciliation Committees. Principal awards published by the Industrial Commission numbered 17, by Conciliation Committees, 25, and by Apprenticeship Councils, 10. The number of subsidiary awards and variations issued during the year was 816, of which

82 were made by the Industrial Commission, 85 by Conciliation Committees, 4 by Apprenticeship Councils and 645 by the Industrial Registrar. The number of principal awards in force at the end of the year was 480, and at the same date 170 industrial agreements were in force.

Declarations of the Basic Wage were made by the Industrial Commission in April and October, 1936, particulars of which will be found on page 88.

Legislation passed included the following:—Industrial Arbitration (Amendment) Act, 1936; Workmen's Compensation (Silicosis) Amendment Act, 1936; Factories (Amendment) Act, 1936; Government Railways' (Amendment) Act, 1936; Factories and Shops (Amendment) Act, 1936.

(iii) *Victoria*.—Wages Boards made 141 determinations during the year, the number including determinations which were reviewed more than once during the twelve months. At 31st December, 1936, 175 determinations were considered to be legally in force.

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

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

(iv) *Queensland*.—Sixty-one industrial awards were made during the year, all of which were awards of the Industrial Court. The number of industrial agreements filed was 37, and variations of awards numbered 72. At the end of the year, 296 awards and 223 industrial agreements were in force.

A revision of the Basic Wage was made by the Industrial Court in February, 1933, but the existing rates were confirmed. A further revision was made on the 22nd March, 1937, for particulars of which see page 90.

Industrial legislation passed during the year was as follows:—Workers Compensation Acts Amendment Act of 1936; Industrial Conciliation and Arbitration Acts Amendment Act of 1936.

(v) *South Australia*.—The Industrial Court made four awards, and 18 determinations were made by Industrial Boards during the year. Seventeen industrial agreements were also filed. The number of awards and determinations varied by the Court or Industrial Boards was nine.

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

A review of the "Living Wage" made in December, 1936, increased the rate for adult males, a further review in April, 1937, increased the rate for adult females, particulars of which will be found on page 92.

Industrial legislation passed in 1936 comprised the Industrial Code Amendment Act, 1936.

(vi) *Western Australia*.—During the year, the Industrial Court made twenty-two awards, and two awards were made by various industrial Boards. Twenty-four industrial agreements were filed under the provisions of the State Act during 1936. Twelve awards and three industrial agreements were varied. At the end of the year there were 153 awards and 174 agreements in force.

Declarations of the basic wage were made by the Industrial Court on 2nd March, 13th May, 1st July, 12th August and 16th December, 1936, for particulars of which see page 93.

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

Legislation of industrial interest passed during 1936 comprised the Financial Emergency (Amendment) Act, 1936; and the Financial Emergency Tax Act, 1936.

(vii) *Tasmania*.—During the year, Wages Boards made twenty-two determinations, but no industrial agreement under the State Act was filed. The determinations made covered employees engaged in the following industries and callings:—Builders and painters; clothing trades; electrical engineers; quarrymen; coach-builders; grocers; cement trades; timber trade; furniture trade; bootmakers; and mining (lead zinc).

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

At the end of the year 58 determinations and 10 industrial agreements filed under the State Act were in force.

Legislation of industrial interest passed during the year under review comprised the Official Salaries Reduction Repeal Act, 1936; Workers (Occupational Diseases) Relief Fund Act, 1936.

(viii) *Commonwealth Public Service Arbitrator*.—During 1936, the Arbitrator made two new determinations and 17 existing determinations were varied.

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

As a result of an application for reduction in wages by the Commonwealth Public Service Board, a variation of the Industrial Board's Determination was gazetted on the 20th October, 1932, whereby the wage for an unskilled labourer was reduced from 100s. to 85s. per week, and this wage was further reduced to 82s. per week by a further variation which was gazetted on 2nd August, 1934. The wage was increased to 83s. 6d. from 1st August, 1935, to 85s. 6d. from 1st July, 1936, and to 86s. 6d. from 1st November, 1937—the rate ruling at present. Provision for the automatic adjustment of wages according to the retail price variations shown by the "A" Series Index Numbers was made in the Determination operative from 1st July, 1936.

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

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

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

Provision was originally made only for the regulation by the Industrial Board of the wages and working conditions of government employees, and for those working on Government contracts. By an amending Ordinance, dated 9th April, 1936, workers in outside industry were similarly brought under the control of the Board. Up to the present, however, the only non-governmental persons covered by a Determination are those employed in private hotels and restaurants, clubs, tea-rooms, catering and boarding establishments. This Determination came into force on 25th February, 1937.

§ 2. Rates of Wage and Hours of Labour.

1. General.—The collection of data respecting the nominal rates of wage payable in different callings and in occupations in various industries carried on in each State was first undertaken by this Bureau in the early part of the year 1913. Owing to the difficulty of ascertaining reliable particulars of the numbers of apprentices, improvers and other juvenile workers to whom progressive rates of wage fixed according to increasing age or experience were payable from year to year, the inquiry was confined to the rates of wage payable to adult workers only, and was further limited generally to those industries in operation within the metropolitan area of each State. In order to make the inquiry comprehensive, however, certain industries were included which were not carried on in the capital cities, e.g., mining, shipping, agriculture, and pastoral. The particulars acquired were obtained primarily from awards, determinations and industrial agreements under Commonwealth and State Acts, and related to the minimum wage prescribed. In cases where no award, determination or agreement was in force, the ruling union or predominant rate of wage was ascertained from employers and secretaries of trade unions. For convenience of comparison weekly rates of wage were adopted. In many instances, however, the wages were based on daily or hourly rates, since in many industries and occupations in which employment is casual or intermittent wages are so fixed; hence the average weekly earnings in such occupations will probably fall considerably short of the computed weekly rates. The information thus obtained referred to the weekly rate of wage in upwards of 400 specific occupations. Rates of wage were not of course available for each of these occupations in every State but the aggregate collection for the six States amounted to 1,569 male occupations or callings. These particulars furnished the necessary data for the computation of average rates of wage in various industrial groups,* and in each State and Australia as a whole. The average rate of wage for each industrial group was computed by taking the arithmetical average† of the rates of wage payable for all classified occupations within that group. It is not claimed that the results obtained by this method are precisely correct, but, owing to the difficulty in the past of obtaining satisfactory data as to the number of persons engaged in each of the occupations for which rates of wage had been obtained, no detailed system of weights could be applied. Though a considerable amount of information as to the number of persons engaged in different industries and occupations was available from the 1911 and 1921 Census results, it was found impracticable to bring the classification of these results into line with the detailed classification of occupations in the various industries as set out in the awards

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

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

and determinations. For final results for each State and for each industrial group throughout the States, however, a careful system of weighting according to industrial groups was adopted. For example, in computing the result for any State in any year, the computed average wage in each industrial group was multiplied by a number (weight) representing the relative number of all male workers engaged in that group of industries in the particular State. The sum of the products thus obtained, divided by the sum of the weights, represents the average wage for that State for the particular year. The weights used for each industrial group in the computations of the average wage for male and female occupations have been published in previous issues of the Labour Report.

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

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

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

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

2. Adult Male Weekly Wages—States, 1914-1936.—The following table gives particulars of the weighted average nominal weekly rates of wage payable to adult male workers, at the 30th June, 1914 and at the end

of the periods specified to the 31st December, 1936, for a full week's work in each State and for Australia. Index-numbers are also given for each State with the average for Australia for the year 1911 as base (= 1,000) :—

Wage Rates of Adult Males.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	55 11	54 4	52 10	54 4	62 9	52 7	55 3
31st December, 1914	56 2	54 7	53 5	51 5	62 10	52 8	55 7
31st December, 1928	102 7	99 8	101 2	96 2	99 6	93 3	100 5
30th September, 1929	103 6	101 1	101 4	97 5	100 8	94 7	101 5
31st December, 1930	99 1	96 11	92 5	92 8	99 7	92 1	96 9
31st December, 1931	93 5	92 2	89 0	75 0	84 1	79 9	86 10
31st December, 1932	84 11	77 10	83 5	72 7	81 9	78 0	81 10
31st December, 1933	81 11	77 0	88 1	73 3	81 4	78 0	80 6
31st December, 1934	83 2	78 8	88 9	75 6	84 1	79 7	82 0
31st December, 1935	84 2	79 9	88 5	77 11	84 2	81 0	82 10
31st March, 1936	84 2	79 11	86 5	77 11	85 5	81 10	83 0
30th June, 1936	84 5	80 5	88 6	78 0	85 5	81 11	83 1
30th September, 1936	81 11	81 2	88 7	78 9	86 9	83 1	83 11
31st December, 1936	85 5	83 1	88 7	79 6	88 6	83 3	84 10

INDEX-NUMBERS.

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

30th June, 1914	1,001	1,059	1,030	1,060	1,225	1,026	1,079
31st December, 1914	1,096	1,065	1,042	1,062	1,226	1,028	1,085
31st December, 1928	2,001	1,944	1,974	1,877	1,941	1,820	1,959
30th September, 1929	2,020	1,973	1,977	1,901	1,964	1,846	1,979
31st December, 1930	1,933	1,891	1,803	1,807	1,943	1,797	1,887
31st December, 1931	1,823	1,603	1,737	1,463	1,641	1,556	1,694
31st December, 1932	1,657	1,518	1,726	1,416	1,595	1,523	1,597
31st December, 1933	1,598	1,502	1,718	1,433	1,587	1,522	1,570
31st December, 1934	1,623	1,534	1,732	1,473	1,610	1,552	1,599
31st December, 1935	1,642	1,555	1,725	1,520	1,642	1,581	1,617
31st March, 1936	1,642	1,560	1,725	1,520	1,667	1,597	1,620
30th June, 1936	1,618	1,568	1,728	1,522	1,667	1,598	1,625
30th September, 1936	1,656	1,584	1,728	1,536	1,693	1,622	1,637
31st December, 1936	1,668	1,621	1,729	1,552	1,726	1,625	1,656

(a) Weighted Average.

(b) Highest weighted average weekly rate recorded for Australia

3. Adult Male Weekly Wages—Industrial Groups, 1914-1936.—The following table shows (a) the average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at 30th June, 1914, and at the end of the periods specified to the 31st December, 1936 :—

Wages Rates of Adult Males.

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

Date.	INDUSTRIAL GROUP.														
	I. Wood, Furniture, etc.	II. Engineering, etc.	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	VII. Building	VIII. Mining.	IX. Railways, etc.	X. Other Land Transport.	XI. Shipping, etc.(a)	XII. Agricultural, etc.(b)	XIII. Domestic, etc.(b)	XIV. Miscellaneous.	All Industrial Groups (c)
RATES OF WAGE															
30th June, 1911	59 2	57 2	55 2	52 10	63 9	53 3	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 3	53 0	63 10	56 0	65 5	63 2	59 8	52 8	49 10	49 5	47 11	54 0	55 7
31st December, 1928	103 11	102 1	99 9	99 4	117 10	100 8	112 4	100 10	102 2	90 3	103 3	95 9	93 3	96 1	100 5
30th September, 1929	101 8	103 11	101 1	100 0	119 3	102 7	113 5	110 6	105 2	97 8	106 7	95 10	93 5	97 0	101 5
31st December, 1930	100 3	99 1	97 1	99 5	116 5	97 10	109 8	107 10	100 2	92 10	99 6	87 5	91 3	93 7	86 9
31st December, 1931	85 7	85 3	83 6	83 11	102 0	85 4	98 9	102 5	86 7	83 11	81 10	80 1	85 3	83 11	86 9
31st December, 1932	83 4	81 6	81 2	77 3	98 3	80 7	93 11	98 2	80 11	78 3	79 6	74 9	76 5	78 11	81 6
31st December, 1933	82 8	81 4	83 3	76 7	97 6	79 5	92 3	97 0	80 4	76 9	80 9	71 11	74 10	77 5	80 6
31st December, 1934	85 4	83 2	83 8	79 11	99 6	81 4	93 8	97 7	82 8	78 9	84 8	73 4	75 9	78 7	82 0
31st December, 1935	86 8	85 3	85 3	80 9	100 11	83 0	91 1	97 10	81 9	80 1	85 2	73 4	76 8	79 6	82 10
31st March, 1936	87 0	85 4	85 6	80 10	100 11	83 2	94 2	99 1	84 2	80 3	85 2	73 6	77 1	79 8	83 0
30th June, 1936	87 3	85 5	85 8	80 11	100 11	83 6	94 7	99 1	84 3	80 5	85 2	73 8	77 7	80 0	83 4
30th September, 1936	87 2	85 6	85 11	80 11	103 1	83 9	94 9	99 2	84 10	80 9	85 2	75 5	78 3	80 7	83 11
31st December, 1936	88 1	86 10	87 3	81 4	104 4	85 2	95 7	99 2	86 0	81 3	86 8	75 0	79 1	82 2	81 10
INDEX-NUMBERS.															
(Base - Weighted Average Wage for Australia (51s. 3d.), 1911 = 1,000.)															
30th June 1914	1,154	1,116	1,077	1,031	1,243	1,086	1,275	1,267	1,164	997	948	964	918	1,050	1,079
31st December, 1914	1,161	1,127	1,085	1,034	1,246	1,093	1,270	1,272	1,165	1,026	972	965	935	1,054	1,085
31st December 1928	2,028	1,993	1,947	1,939	2,209	1,964	2,191	2,113	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, 1930	1,946	1,933	1,894	1,940	2,271	1,909	2,139	2,104	1,955	1,812	1,941	1,706	1,780	1,826	1,887
31st December, 1931	1,669	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	1,691
31st December, 1932	1,627	1,589	1,642	1,507	1,918	1,572	1,833	1,916	1,579	1,527	1,452	1,458	1,492	1,540	1,597
31st December, 1933	1,613	1,587	1,625	1,494	1,902	1,549	1,800	1,893	1,567	1,497	1,475	1,404	1,406	1,511	1,570
31st December 1934	1,664	1,623	1,633	1,559	1,942	1,587	1,828	1,904	1,613	1,537	1,652	1,431	1,478	1,550	1,599
31st December 1935	1,691	1,663	1,664	1,576	1,969	1,619	1,836	1,908	1,653	1,562	1,661	1,431	1,466	1,552	1,617
31st March, 1936	1,697	1,665	1,668	1,577	1,969	1,623	1,838	1,931	1,642	1,565	1,661	1,433	1,504	1,551	1,620
30th June, 1936	1,703	1,667	1,672	1,579	1,970	1,629	1,846	1,934	1,652	1,569	1,661	1,437	1,515	1,562	1,625
30th September, 1936	1,700	1,668	1,677	1,579	2,011	1,633	1,819	1,935	1,655	1,575	1,662	1,471	1,527	1,572	1,637
31st December, 1936	1,722	1,684	1,702	1,587	2,035	1,661	1,866	1,935	1,677	1,593	1,660	1,478	1,513	1,603	1,656

(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, 1914-1936.**—The index-numbers given in the preceding paragraphs for male adult workers were computed with the weighted average wage in 1911 as base (= 1,000). In the case of females, however, it has not been possible to secure information for years prior to 1914, and the index-numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914, as base (= 1,000).

The following table shows the weighted average nominal weekly rate of wage payable to adult female workers for a full week's work in each State and Australia at the 30th June, 1914, and at the end of the periods specified to the 31st December, 1936. Index-numbers are also given for each State with the average for Australia at the 30th April, 1914 as base (= 1,000).

Wage Rates of Adult Females.

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Australia.(a)
No. of Occupations included	85	87	37	47	24	28	508

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, 1928 ..	53 7	53 9	54 10	50 11	58 10	53 4	53 10
30th September, 1929 ..	54 1	54 1	54 10	51 3	58 10	53 7	(b)54 2
31st December, 1930 ..	53 8	53 6	54 11	51 2	60 1	53 8	53 7
31st December, 1931 ..	49 8	45 10	47 11	43 1	51 7	45 8	47 5
31st December, 1932 ..	44 8	43 0	46 9	40 11	40 7	43 4	44 4
31st December, 1933 ..	43 2	42 9	46 9	41 0	48 4	43 2	43 5
31st December, 1934 ..	44 3	43 9	47 8	41 10	49 1	44 1	44 7
31st December, 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
31st March, 1936 ..	44 11	41 9	46 1	43 0	49 2	45 1	45 3
30th June, 1936 ..	45 2	44 9	48 3	43 0	49 2	45 1	45 5
30th September, 1936 ..	45 3	46 5	48 3	43 0	50 0	45 0	46 1
31st December, 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 5

INDEX-NUMBERS.

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

30th June, 1914 ..	984	1,006	993	885	1,373	950	1,000
31st December, 1914 ..	987	1,022	996	885	1,373	950	1,000
31st December, 1928 ..	1,973	1,979	2,017	1,875	2,164	1,664	1,980
30th September, 1929 ..	1,992	1,989	2,020	1,887	2,165	1,973	1,992
31st December, 1930 ..	1,974	1,968	1,947	1,884	2,211	1,976	1,971
31st December, 1931 ..	1,828	1,688	1,795	1,584	1,900	1,681	1,746
31st December, 1932 ..	1,644	1,583	1,720	1,505	1,826	1,595	1,624
31st December, 1933 ..	1,589	1,573	1,720	1,510	1,778	1,587	1,560
31st December, 1934 ..	1,628	1,609	1,755	1,541	1,808	1,623	1,636
31st December, 1935 ..	1,654	1,626	1,767	1,561	1,808	1,650	1,655
31st March, 1936 ..	1,654	1,618	1,771	1,584	1,809	1,660	1,666
30th June, 1936 ..	1,664	1,648	1,776	1,584	1,809	1,660	1,670
30th September, 1936 ..	1,665	1,710	1,776	1,584	1,810	1,666	1,666
31st December, 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708

(a) Weighted average.

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

5. **Adult Female Weekly Wages—Industrial Groups, 1914–1936.**—The following table shows (a) the average weekly rate of wage in each of the industrial groups in which females are mainly employed, and (b) the weighted average rate for all groups combined, at 30th June, 1914, and at the end of the periods specified to the 31st December, 1936.

Wage Rates of Adult Females.

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

Date.	INDUSTRIAL GROUP.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI. All Other Manu- facturing.	XIII Domestic, Hotels, etc.(a)	XIV Miscel- laneous	All Groups.(b)
RATES OF WAGE.						
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
30th June, 1914 ..	22 6	24 9	26 11	31 1	30 7	27 2
31st December, 1914 ..	23 5	24 11	27 0	30 2	31 4	27 5
31st December, 1928 ..	49 3	54 2	53 1	55 1	52 10	53 10
30th September, 1929 ..	49 5	54 0	53 11	55 1	53 4	54 2
31st December, 1930 ..	48 4	54 2	52 7	54 2	52 10	53 7
31st December, 1931 ..	44 4	45 5	46 11	50 9	49 10	47 5
31st December, 1932 ..	41 0	42 4	44 2	46 2	47 0	44 2
31st December, 1933 ..	40 6	41 11	43 5	43 4	45 11	43 5
31st December, 1934 ..	40 8	43 9	44 2	45 11	47 2	44 7
31st December, 1935 ..	42 1	44 2	44 8	46 3	46 5	45 0
31st March, 1936 ..	42 5	44 3	44 9	46 4	47 5	45 3
30th June, 1936 ..	42 7	44 4	44 19	46 6	47 6	45 5
30th September, 1936 ..	42 8	44 6	45 1	46 7	50 6	46 1
31st December, 1936 ..	43 1	44 9	45 8	47 1	50 9	46 5

INDEX-NUMBERS.

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

30th June, 1914 ..	828	911	991	1,144	1,110	1,000
31st December, 1914 ..	862	917	994	1,110	1,153	1,008
31st December, 1928 ..	1,813	1,993	1,954	2,029	1,946	1,980
30th September, 1929 ..	1,819	2,006	1,984	2,029	1,963	1,992
31st December, 1930 ..	1,777	1,994	1,934	1,994	1,945	1,971
31st December, 1931 ..	1,630	1,672	1,728	1,869	1,834	1,746
31st December, 1932 ..	1,308	1,559	1,625	1,700	1,730	1,624
31st December, 1933 ..	1,491	1,512	1,599	1,594	1,691	1,599
31st December, 1934 ..	1,497	1,609	1,626	1,689	1,737	1,640
31st December, 1935 ..	1,549	1,625	1,645	1,701	1,708	1,655
31st March, 1936 ..	1,592	1,630	1,647	1,706	1,744	1,666
30th June, 1936 ..	1,568	1,632	1,651	1,711	1,750	1,670
30th September, 1936 ..	1,572	1,637	1,661	1,714	1,859	1,666
31st December, 1936 ..	1,585	1,646	1,680	1,734	1,867	1,708

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

(b) Weighted average.

6. **Hours of Labour and Hourly Rates of Wage, 31st December, 1936.**—(i) *General.*—The rates of wage referred to in the preceding paragraphs are the minima payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances, between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some

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

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

(ii) *Adult Males.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at the 31st December, 1936 :—

Weekly and Hourly Wage Rates of Adult Males.

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1936.

Industrial Groups.	Particulars	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Aus- tralia.
I. Wood, Furniture, etc. ...	Weekly Wage	89/11	83/9	94/3	84/5	89/0	85/7	88/3
	Working Hours	44 87	41 83	41 03	46 32	45 29	45 20	44 92
	Hourly Wage	2/0	1/10½	2/13	1/9½	1/11½	1/10½	1/11½
II Engineering, Metal Works, etc. ...	Weekly Wage	87/10	84/9	89/8	84/4	91/7	86/7	86/10
	Working Hours	44 03	45 20	44 00	46 07	44 30	45 61	44 70
	Hourly Wage	2/0	1/10½	2/0½	1/10	2/0½	1/10½	1/11½
III. Food, Drink, etc. ...	Weekly Wage	88/10	84/3	88/0	87/9	91/2	82/11	87/3
	Working Hours	44 29	46 96	44 36	46 36	45 80	47 94	45 43
	Hourly Wage	2/0	1/9½	1/11½	1/10½	2/0	1/8	1/11
IV. Clothing, Boots, etc. ...	Weekly Wage	79/11	80/11	81/3	81/3	91/3	77/2	81/4
	Working Hours	44 00	44 00	44 00	44 00	44 00	44 00	44 00
	Hourly Wage	1/9½	1/10	1/11	1/11	2/1	1/9	1/10½
V. Books, Printing, etc. ...	Weekly Wage	109/0	99/10	101/4	96/0	120/0	93/8	104/4
	Working Hours	43 38	43 63	44 00	43 68	42 79	43 35	43 53
	Hourly Wage	2/6½	2/3½	2/3½	2/2½	2/9½	2/2	2/4½
VI. Other Manufacturing ...	Weekly Wage	87/0	82/10	85/11	83/8	88/9	86/2	85/2
	Working Hours	44 28	46 82	44 39	46 11	44 27	45 99	45 40
	Hourly Wage	1/11½	1/9½	1/11½	1/9½	2/0	1/10½	1/10½
VII Building ...	Weekly Wage	98/4	95/0	94/6	90/5	95/2	89/8	95/7
	Working Hours	43 66	44 33	46 00	44 41	44 13	44 59	43 59
	Hourly Wage	2/3	2/1½	2/4½	2/0½	2/1½	2/0½	2/2½
VIII. Mining(a) ...	Weekly Wage	103/3	88/9	108/4	71/6	99/4	95/7	99/2
	Working Hours	42 95	44 53	43 47	43 79	43 65	44 92	43 58
	Hourly Wage	2/4½	2/0	2/6	1/7½	2/3½	2/1½	2/3½
IX. Rail and Tram Services ...	Weekly Wage	86/2	84/1	83/10	84/1	89/5	82/0	86/0
	Working Hours	44 00	47 59	44 00	47 78	43 79	45 71	45 37
	Hourly Wage	1/11½	1/9½	2/0½	1/9	2/0½	1/9½	1/10½
X. Other Land Transport ...	Weekly Wage	84/2	76/9	86/3	78/1	87/9	79/2	81/8
	Working Hours	44 00	47 73	44 00	48 00	46 50	48 00	45 74
	Hourly Wage	1/11	1/7½	1/11½	1/7½	1/10½	1/7½	1/9½

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

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1936—continued.

Industrial Groups.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
XI. Shipping, etc.	Weekly Wage(a)	57/0	86/6	85/0	88/6	55/9	87/3	86/8
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(b)	72/3	75/3	83/0	71/9	77/5	82/0	75/9
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	80/1	78/10	80/4	74/8	80/0	69/9	79/1
	Working Hours	44.00	48.00	44.00	48.00	48.00	48.00	45.89
	Hourly Wage	1/9½	1/7½	1/10	1/6½	1/8	1/5½	1/8½
XIV. Miscellaneous ..	Weekly Wage	82/6	82/4	85/6	75/10	84/5	75/9	82/2
	Working Hours	44.54	47.71	44.00	47.62	47.23	47.83	46.93
	Hourly Wage	1/10½	1/8½	1/11½	1/7	1/9½	1/7	1/9½
All Groups	Weekly Wage	85/6	83/1	88/7	79/6	88/6	83/3	84/10
All Groups excepting XI and XII.	Weekly Wage	86/9	84/8	90/10	81/3	90/11	83/8	87/2
	Working Hours	44.03	46.41	43.69	46.35	45.39	46.33	45.09
	Hourly Wage	2/0½	1/10	2/1	1/9	2/0	1/9½	1/11½

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

(iii) *Adult Females.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult female workers and the weekly hours of labour at the 31st December, 1936:—

Weekly and Hourly Wage Rates of Adult Females.

Weighted Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1936.

Industrial Groups.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
III. Food, Drink, etc.	Weekly Wage	43/8	43/7	40/5	38/9	39/10	44/0	43/1
	Working Hours	44.80	46.33	45.00	48.00	44.00	48.00	45.72
	Hourly Wage	0/11½	0/11½	0/10½	0/9½	0/10½	0/11	0/11½
IV. Clothing, Boots, etc.	Weekly Wage	44/11	44/0	45/9	45/9	48/0	42/8	44/9
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	1/0½	1/0	1/0½	1/0½	1/1	0/11½	1/0½
I, II, V. & VI. All other Manufacturing	Weekly Wage	43/5	47/6	44/7	45/2	..	46/6	45/8
	Working Hours	44.19	45.73	44.14	46.19	..	44.00	45.05
	Hourly Wage	0/11½	1/0½	1/0½	0/11½	..	1/0½	1/0½
XIII. Domestic, Hotels, etc.	Weekly Wage(a)	44/10	48/1	49/1	39/10	51/3	50/6	47/1
	Working Hours	43.38	46.15	44.00	48.00	47.20	48.00	45.10
	Hourly Wage	1/0½	1/0½	1/1½	0/10	1/1½	1/0½	1/0½
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	48/6	54/6	51/6	41/6	..	..	50/9
	Working Hours	44.00	46.00	44.00	48.00	..	..	45.14
	Hourly Wage	1/1½	1/2½	1/2½	0/10½	..	..	1/1½
All Groups	Weekly Wage	45/7	46/10	48/4	43/4	50/11	45/2	46/5
	Working Hours	43.93	44.94	44.03	46.03	45.57	45.24	44.60
	Hourly Wage	1/0½	1/0½	1/1½	0/11½	1/1½	1/0	1/0½

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

7. **Adult Male Weekly Wages—States, 1891 to 1936.**—The following table shows the average nominal weekly rates of wage payable to adult male workers in each State from 1891 to 1936. The wages given in this table relate to the 31st December in each year.

Weekly Wage Rates of Adult Males.

Particulars.	1891		1901		1911		1914		1920		1929		1930.		1931.		1932.		1933.		1934.		1935		1936.		
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	
N.S.W.	44	1 13	11	51	5	56	2	94	0	102	11	99	1	93	5	84	11	81	11	83	2	84	2	85	0	85	0
Victoria	40	5 40	9	50	6	54	7	86.	1	101	1	96	11	82	2	77	10	77	0	78	8	79	9	83	1	83	1
Queensland	46	6 46	3	51	1	53	5	91	6	101	2	92	5	89	0	83	5	88	1	88	9	88	5	88	7	88	7
S. Australia	41	7 42	0	51	11	54	5	82	8	97	0	92	8	75	0	72	7	73	5	75	6	77	11	79	6	79	6
W. Australia	32	4 53	11	59	0	62	10	89	9	100	7	99	7	84	1	81	9	81	0	81	4	84	1	84	2	88	6
Tasmania	38	6 36	10	41	0	52	8	85	9	94	8	92	1	79	9	78	1	78	0	79	7	81	0	81	0	83	3
Australia(a)	43	5 43	5	51	3	55	7	89	10	101	2	96	9	86	10	81	10	80	6	82	0	82	16	84	10	84	10

INDEX NUMBERS.

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

N.S. Wales	861	858	1,003	1,096	1,835	2,007	1,933	1,823	1,657	1,598	1,623	1,642	1,668
Victoria	789	796	985	1,065	1,679	1,972	1,891	1,603	1,518	1,502	1,534	1,555	1,621
Queensland	908	901	997	1,042	1,795	1,975	1,803	1,737	1,720	1,718	1,732	1,725	1,729
S. Australia	811	819	1,013	1,062	1,613	1,896	1,807	1,463	1,416	1,433	1,473	1,520	1,552
W. Australia	1,022	1,052	1,152	1,226	1,751	1,963	1,943	1,641	1,595	1,587	1,640	1,642	1,726
Tasmania	751	719	799	1,028	1,674	1,848	1,757	1,556	1,523	1,522	1,552	1,581	1,625
Australia(a)	848	848	1,000	1,085	1,752	1,974	1,887	1,694	1,597	1,570	1,599	1,617	1,656

(a) Weighted average.

8. **Adult Male Weekly Wages—Industrial Groups, 1891 to 1936.**—The following table shows the average nominal weekly wages payable in each industrial group. The wages relate to the 31st December in each year.

Weekly Wage Rates of Adult Males in each Industrial Group.

Particulars.	1891.		1901.		1911.		1914.		1920.		1929.		1930.		1931.		1932.		1933.		1934.		1935.		1936.		
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	
Group I.	52	5 52	3	57	8	59	6	95	1	104	10	100	3	85	7	83	4	82	8	82	4	86	8	88	3	88	3
" II.	47	8 48	5	54	6	57	9	92	5	103	6	99	1	86	3	81	6	81	4	83	2	85	3	86	10	86	10
" III.	38	2 44	7	50	9	55	8	80	3	100	10	97	1	88	6	84	2	83	3	83	8	85	4	87	3	87	3
" IV.	36	8 36	3	50	3	53	0	86	5	95	6	99	5	83	11	77	5	77	7	79	11	80	9	81	4	81	4
" V.	53	5 51	0	58	11	63	10	99	6	119	1	116	5	102	0	98	3	97	6	99	6	100	11	104	4	104	4
" VI.	46	4 46	5	51	11	56	0	88	11	102	2	97	10	85	4	80	7	79	5	81	4	83	0	85	2	85	2
" VII.	59	6 53	10	62	1	65	5	95	7	113	0	109	8	93	9	93	11	92	3	93	8	94	1	95	7	95	7
" VIII.	58	1 54	8	61	2	65	2	103	10	110	7	107	10	102	5	98	2	97	0	97	7	97	10	99	2	99	2
" IX.	50	10 32	4	57	0	59	8	93	1	105	2	100	2	86	7	80	11	80	4	82	8	84	9	86	0	86	0
" X.	39	6 40	9	46	7	52	8	87	3	96	9	92	10	83	11	78	3	76	9	78	9	80	1	81	8	81	8
" XI.	38	2 38	5	44	7	49	10	88	0	107	0	99	6	81	10	79	6	80	9	84	6	85	2	86	8	86	8
" XII.	34	10 32	1	43	0	49	5	87	1	95	6	87	5	80	3	74	9	71	11	73	4	73	4	75	9	75	9
" XIII.	32	10 30	8	45	5	47	11	80	6	92	6	91	3	85	3	76	5	74	10	75	9	76	6	79	1	79	1
" XIV.	39	7 38	10	47	7	54	0	84	11	96	8	93	7	83	11	78	11	77	5	78	7	79	7	82	2	82	2
ALL GROUPS (a)	43	5 43	5	51	3	55	7	89	10	101	2	96	9	86	10	81	10	80	6	82	0	82	16	84	10	84	10

(a) Weighted average.

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

INDEX NUMBERS.

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

Industrial Group.	1891.	1901.	1911	1914.	1928	1929	1930	1931.	1932	1933	1934.	1935.	1936.
I. Wood, Furniture, etc.	1,023	1,019	1,125	1,161	2,028	2,046	1,956	1,669	1,627	1,613	1,664	1,691	1,722
II. Engineering, Metal Works, etc.	931	945	1,064	1,127	1,953	2,019	1,933	1,683	1,589	1,587	1,623	1,663	1,694
III. Food, Drink, etc.	745	871	991	1,085	1,947	1,967	1,894	1,727	1,642	1,625	1,633	1,664	1,702
IV. Clothing, Hats, Boots, etc.	716	708	981	1,034	1,939	1,942	1,940	1,638	1,507	1,494	1,559	1,576	1,587
V. Books, Printing, etc.	1,043	996	1,119	1,246	2,499	2,323	2,271	1,991	1,918	1,902	1,942	1,960	2,035
VI. Other Manufacturing	904	907	1,013	1,093	1,964	1,994	1,909	1,664	1,572	1,549	1,587	1,619	1,661
VII. Building	986	1,050	1,213	1,276	2,191	2,205	2,139	1,926	1,833	1,800	1,826	1,836	1,866
VIII. Mining	1,134	1,067	1,194	1,272	2,143	2,157	2,101	1,999	1,916	1,893	1,904	1,908	1,935
IX. Rail and Tram Services	992	1,021	1,113	1,166	1,994	2,052	1,955	1,690	1,570	1,567	1,613	1,653	1,677
X. Other Land Transport	772	795	910	1,026	1,878	1,888	1,812	1,638	1,527	1,497	1,537	1,567	1,593
XI. Shipping, etc.	745	751	871	972	2,014	2,087	1,941	1,596	1,552	1,575	1,652	1,661	1,690
XII. Agricultural, Pastoral, etc.	680	627	819	965	1,869	1,863	1,706	1,566	1,458	1,404	1,437	1,421	1,478
XIII. Domestic, Hotels, etc.	641	598	837	935	1,820	1,804	1,780	1,663	1,492	1,400	1,478	1,496	1,543
XIV. Miscellaneous	773	759	929	1,051	1,874	1,886	1,826	1,637	1,540	1,511	1,530	1,552	1,603
All Groups(a)	848	846	1,000	1,085	1,959	1,974	1,837	1,694	1,597	1,570	1,599	1,617	1,656

(a) Weighted average.

9. Adult Male Hourly Wages—1914-1936.—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified.

Hourly Wage Rates of Adult Males. (a)

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

Date	New South Wales		Victoria		Queensland.		South Australia.		Western Australia.		Tasmania.		Australia.	
	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.	s.	d.
30th April, 1914	1	2	1	1½	1	1½	1	1½	1	4½	1	1	1	2
31st December, 1921	2	1½	2	0½	2	2	1	10½	2	1	1	11½	2	0½
" " 1924	2	0½	2	1	2	1½	1	11½	2	0½	1	11½	2	0½
" " 1925	2	1½	2	1½	2	3½	2	0½	2	1½	2	0	2	1½
" " 1926	2	3½	2	2	2	4	2	0½	2	2½	2	0½	2	2½
" " 1927	2	3½	2	2½	2	4	2	1½	2	2½	2	0½	2	2½
" " 1928	2	4	2	2	2	4	2	1	2	2½	2	0	2	3
" " 1929	2	4	2	2½	2	4	2	1½	2	2½	2	0½	2	3
" " 1930	2	2½	2	1½	2	1½	2	0	2	2½	1	11½	2	1½
" " 1931	2	2½	1	9½	2	0½	1	7½	1	10½	1	8½	1	11½
" " 1932	1	11½	1	8½	2	0½	1	7	1	10	1	8½	1	10
" " 1933	1	11	1	8	2	0½	1	7½	1	10	1	8½	1	9½
" " 1934	1	11½	1	8½	2	0½	1	7½	1	10½	1	8½	1	10½
" " 1935	1	11½	1	9	2	1	1	8½	1	10½	1	9½	1	10½
" " 1936	2	0½	1	10	2	1	1	9	2	0	1	9½	1	11½

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

Hourly Wage Rates of Adult Males—continued.

Date.	New South Wales	Victoria	Queensland.	South Australia	Western Australia	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base: Weighted Average for Australia (13.96d.) 30th April, 1914 = 1,000.)							
30th April, 1914 ..	998	980	963	991	1,170	933	1,000
31st December, 1921	1,817	1,741	1,865	1,637	1,796	1,675	1,779
" " 1924	1,761	1,790	1,838	1,709	1,771	1,706	1,774
" " 1925	1,808	1,823	1,988	1,701	1,827	1,723	1,829
" " 1926	1,944	1,864	1,997	1,776	1,878	1,746	1,900
" " 1927	1,980	1,880	1,998	1,800	1,882	1,731	1,920
" " 1928	2,004	1,867	2,001	1,788	1,916	1,728	1,928
" " 1929	2,011	1,895	2,001	1,808	1,923	1,751	1,940
" " 1930	1,912	1,813	1,846	1,724	1,922	1,708	1,851
" " 1931	1,873	1,527	1,749	1,383	1,617	1,480	1,676
" " 1932	1,701	1,451	1,748	1,355	1,584	1,464	1,584
" " 1933	1,655	1,438	1,775	1,372	1,571	1,463	1,567
" " 1934	1,676	1,484	1,782	1,410	1,624	1,494	1,594
" " 1935	1,703	1,496	1,782	1,476	1,626	1,519	1,617
" " 1936	1,731	1,567	1,787	1,500	1,724	1,552	1,662

10. **Nominal Hours of Labour of Adult Males.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for adult male workers in each State and Australia at the 30th April, 1914, and at 31st December, 1921 to 1936. Index-numbers are given for each State with the weighted average hours of labour for Australia at the 30th April, 1914 as base (=1,000).

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

Date	New South Wales.	Victoria.	Queensland.	South Australia	Western Australia.	Tasmania.	Australia. (a)
30th April, 1914 ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
31st December, 1921	45.66	46.95	45.52	47.07	46.24	46.84	46.22
" " 1924	46.75	46.99	45.40	46.98	46.52	47.26	46.66
" " 1925	46.76	46.98	43.88	46.97	46.26	47.25	46.44
" " 1926	44.55	46.94	43.95	46.95	45.80	47.27	45.57
" " 1927	44.44	46.82	43.96	46.78	45.75	47.16	45.46
" " 1928	44.17	46.70	43.96	46.67	45.30	46.85	45.27
" " 1929	44.14	46.83	43.96	46.83	45.58	47.09	45.34
" " 1930	45.64	46.85	44.43	46.83	45.55	47.09	45.98
" " 1931	44.22	46.88	44.98	46.83	45.55	46.76	45.51
" " 1932	44.19	46.86	44.99	46.83	45.51	46.75	45.49
" " 1933	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1934	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1935	44.18	46.69	43.69	46.63	45.48	46.75	45.26
" " 1936	44.68	46.41	43.69	46.55	45.30	46.33	45.09

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base: Weighted Average for Australia (48.93), 30th April, 1914 = 1,000.)							
30th April, 1914 ..	1,010	997	997	993	976	994	1,000
31st December, 1921	933	960	930	962	945	957	945
" " 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
" " 1932	903	958	919	957	930	955	930
" " 1933	904	957	899	957	930	956	927
" " 1934	904	957	899	957	930	956	927
" " 1935	903	955	893	953	929	955	925
" " 1936	901	948	893	951	926	947	922

11. **Adult Female Hourly Wages, 1914 to 1936**—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified.

Hourly Wage Rates of Adult Females.

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

Date	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914 ..	s. d. 0 6½	s. d. 0 6½	s. d. 0 6½	s. d. 0 5¾	s. d. 0 9¼	s. d. 0 6	s. d. 0 6½
31st December, 1921	1 1	1 0½	1 1½	0 11¾	1 2½	1 0	1 0½
" " 1924	1 0¾	1 1	1 1½	1 0	1 2½	1 0½	1 1
" " 1925	1 1	1 1½	1 2	1 0¾	1 3½	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 2½	1 2½	1 3	1 1½	1 3½	1 2	1 2½
" " 1929	1 2½	1 2½	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 11¾	1 1½	1 0	1 0½
" " 1932	1 0½	0 11½	1 0½	0 10¾	1 1	0 11½	0 11½
" " 1933	0 11¾	0 11½	1 0½	0 10¾	1 0½	0 11½	0 11½
" " 1934	1 0	0 11½	1 1	0 11¾	1 1	0 11½	1 0
" " 1935	1 0½	0 11½	1 1	0 11¾	1 1	0 11½	1 0
" " 1936	1 0½	1 0½	1 1½	0 11¾	1 1½	1 0	1 0½

Hourly Wage Rates of Adult Females—continued.

Date.	New South Wales.	Victoria	Queensland.	South Australia	Western Australia.	Tasmania	Australia.
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (6.64d.), 30th April, 1914 = 1,000.)							
30th April, 1914 ..	980	1,021	976	881	1,386	920	1,000
31st December, 1921	1,965	1,878	1,989	1,770	2,215	1,794	1,923
" " 1924	1,929	1,943	2,017	1,821	2,236	1,898	1,949
" " 1925	1,944	2,000	2,125	1,913	2,280	1,893	1,995
" " 1926	2,080	2,059	2,169	1,959	2,319	1,952	2,078
" " 1927	2,175	2,084	2,193	1,958	2,327	1,985	2,125
" " 1928	2,205	2,140	2,250	2,003	2,333	2,092	2,172
" " 1929	2,218	2,154	2,252	2,015	2,333	2,108	2,182
" " 1930	2,113	2,127	2,172	2,011	2,383	2,105	2,128
" " 1931	2,044	1,822	1,943	1,688	2,045	1,791	1,910
" " 1932	1,837	1,711	1,863	1,605	1,967	1,700	1,777
" " 1933	1,776	1,700	1,919	1,611	1,916	1,691	1,752
" " 1934	1,819	1,738	1,956	1,699	1,947	1,730	1,797
" " 1935	1,848	1,758	1,971	1,721	1,947	1,759	1,818
" " 1936	1,875	1,883	1,985	1,700	2,018	1,803	1,881

12. **Nominal Hours of Labour of Adult Females.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for adult female workers in each State and Australia at 30th April, 1914, and at 31st December, 1921 to 1936. Index-numbers are given for each State with the weighted average hours of labour for Australia at the 30th April, 1914, as base (= 1,000).

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

Date	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
30th April, 1914 ..	49.34	48.54	49.32	49.33	48.69	50.76	49.08
31st December, 1921	45.06	46.04	45.66	46.10	45.97	47.86	45.69
" " 1924	45.98	46.08	45.60	46.10	45.97	47.86	46.02
" " 1925	46.17	45.83	44.00	46.10	45.57	47.86	45.78
" " 1926	44.02	45.60	44.01	46.10	45.57	47.86	44.94
" " 1927	44.02	45.58	44.01	46.10	45.57	47.86	44.94
" " 1928	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1929	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1930	45.85	45.44	44.01	46.03	45.57	46.07	45.48
" " 1931	43.93	45.44	44.56	46.03	45.57	46.07	44.88
" " 1932	43.93	45.44	44.56	46.03	45.57	46.07	44.88
" " 1933	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1934	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1935	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1936	43.93	44.94	44.03	46.03	45.57	45.24	44.60

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

Date.	New South Wales	Victoria	Queensland	South Australia	Western Australia.	Tasmania.	Australia
INDEX-NUMBERS.							
<i>(Base: Weighted average for Australia (49.08) 30th April, 1914 = 1,000.)</i>							
30th April, 1914 ..	1,005	989	1,005	1,005	992	1,034	1,000
31st December, 1921	918	938	930	939	937	975	931
" " 1924	937	939	929	939	937	975	938
" " 1925	941	934	896	939	928	975	933
" " 1926	897	929	897	939	928	975	916
" " 1927	897	929	897	939	928	975	916
" " 1928	895	925	897	938	928	939	913
" " 1929	895	925	897	938	928	939	913
" " 1930	934	926	897	938	928	939	927
" " 1931	895	926	908	938	928	939	914
" " 1932	895	926	908	938	928	939	914
" " 1933	895	926	897	938	928	939	913
" " 1934	895	926	897	938	928	939	913
" " 1935	895	926	897	938	928	939	913
" " 1936	895	916	897	938	928	922	909

13. Nominal and Effective Wages.—(i) *General.* Wages are said to be *nominal* when they represent the actual amounts of money received in return for labour, and are described as *effective* or *real* when expressed in terms of their equivalent purchasing power, that is, their purchasing power over some definite composite unit or regimen the cost of which can be ascertained at different times. The relation between nominal and *effective* or *real* wages was discussed at some length in Labour Report No. 6, and was also referred to in Labour Report No. 11.

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

(ii) *Effective or Real Wage Index-numbers in each State—1901-1936.*—In the following tables the index-numbers for the years prior to 1914 are computed from nominal wage index-numbers based on rates current at the end of December, annual averages not being available. For 1914 and

following years, however, they are computed from nominal wage index-numbers based on the average of rates current at the end of the four quarters of each year. So far as the years 1901 and 1911 are concerned, however, the index-numbers may be taken as substantially accurate, since the movement in wages during the course of any one year prior to 1914 was comparatively slight.

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

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

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

State.	1901	1911.	1911	1920	1927	1928.	1929	1930.	1931.	1932.	1933	1934	1935	1936.
N.S.W.	961	973	906	911	1,079	1,089	1,050	1,107	1,160	1,150	1,133	1,101	1,095	1,090
Victoria	915	1,037	961	875	1,095	1,120	1,084	1,158	1,162	1,126	1,139	1,114	1,092	1,075
Queensland	1,172	1,090	1,038	1,036	1,222	1,236	1,220	1,317	1,345	1,376	1,417	1,377	1,323	1,261
S. Australia	948	957	929	853	1,073	1,089	1,067	1,166	1,178	1,133	1,152	1,144	1,149	1,143
W. Australia	1,024	1,023	1,070	1,012	1,199	1,156	1,143	1,229	1,232	1,212	1,246	1,221	1,224	1,221
Tasmania	827	838	912	830	1,072	1,099	1,063	1,111	1,114	1,067	1,094	1,086	1,099	1,094
Australia	964	1,000	948	911	1,102	1,115	1,082	1,152	1,135	1,168	1,173	1,148	1,133	1,119

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

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

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

State	1901	1911.	1914	1920	1927	1928.	1929	1930.	1931.	1932.	1933.	1934	1935	1936.
N.S.W.			925	850	1,156	1,159	1,130	1,164	1,210	1,206	1,186	1,157	1,153	1,150
Victoria			954	806	1,187	1,188	1,164	1,221	1,200	1,150	1,147	1,146	1,134	1,131
Queensland			1,022	957	1,276	1,296	1,290	1,332	1,336	1,366	1,382	1,366	1,338	1,296
S. Australia			914	776	1,107	1,106	1,099	1,176	1,137	1,079	1,086	1,091	1,097	1,101
W. Australia			1,043	888	1,178	1,155	1,152	1,206	1,189	1,158	1,177	1,177	1,187	1,190
Tasmania			902	758	1,108	1,123	1,108	1,153	1,120	1,094	1,110	1,109	1,115	1,128
Australia		1,000	948	841	1,171	1,172	1,151	1,198	1,210	1,190	1,187	1,173	1,166	1,160

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

(iii) *Effective or Real Wage Index-numbers in the Commonwealth—1901-1936.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia by the corresponding retail price index-numbers for the six capital cities and multiplying by 1,000.

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

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

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e. relative purchasing power over region of—	
		"A" Series (Food, Groceries and Rent of All Houses).	"C" Series (All Items).	"A" Series	"C" Series
1901.. ..	848	880	..	964	..
1909.. ..	923	948	..	974	..
1910.. ..	955	970	..	985	..
1911.. ..	1,000	1,000	(1,000)	1,000	(1,000)
1912.. ..	1,051	1,101	..	955	..
1913.. ..	1,076	1,104	..	975	..
1914.. ..	1,081	1,140	1,140	948	948
1915.. ..	1,092	1,278	1,297	854	842
1916.. ..	1,144	1,324	1,319	864	867
1917.. ..	1,226	1,318	1,406	930	872
1918.. ..	1,270	1,362	1,501	932	846
1919.. ..	1,370	1,510	1,695	907	808
1920.. ..	1,627	1,785	1,935	911	841
1921.. ..	1,826	1,697	1,680	1,076	1,087
1922.. ..	1,801	1,600	1,619	1,126	1,112
1923.. ..	1,805	1,700	1,664	1,062	1,085
1924.. ..	1,840	1,681	1,637	1,095	1,124
1925.. ..	1,861	1,722	1,654	1,081	1,125
1926.. ..	1,914	1,786	1,677	1,072	1,141
1927.. ..	1,946	1,766	1,662	1,102	1,171
1928.. ..	1,963	1,760	1,675	1,115	1,172
1929.. ..	1,972	1,822	1,713	1,082	1,151
1930.. ..	1,939	1,683	1,618	1,152	1,198
1931.. ..	1,752	1,479	1,448	1,185	1,210
1932.. ..	1,639	1,403	1,377	1,168	1,190
1933.. ..	1,584	1,345	1,335	1,178	1,187
1934.. ..	1,590	1,385	1,355	1,148	1,173
1935.. ..	1,609	1,420	1,380	1,133	1,166
1936.. ..	1,635	1,461	1,409	1,119	1,160

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

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

Compared with 1911 the *effective* or *real* wage in 1901 under the "A" series was 3.6 per cent. less for full work. During the period 1912 to 1920, while wages increased steadily, prices increased at a greater rate, with the result that the purchasing power of wages under both the "A" and the "C" series was less in each of these years than in 1911. The first occasion on which the *effective* wage was higher than in 1911 was in the year 1921.

Retail prices rose slightly in 1936, but as nominal wages rose to a lesser extent than prices, the *effective* wage index-number fell from 1,133 to 1,119 under the "A" series and from 1,166 to 1,160 under the "C" series.

Comparison with 1911 shows that the *effective* wage for full time work was 11.9 per cent. higher under the "A" series, and 16.0 per cent. higher under the "C" series during 1936

14. **Productive Activity.**—The preceding tables show the movement in *real* (or *effective*) wages, i.e., wages measured in series of retail purchasing power. A parallel problem is the measure of productivity, i.e., the quantity of production (irrespective of prices) in relation to population or persons engaged in production.

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

Estimated Value of Australian Production.

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and Fisheries.	Mining.	Manufacturing.	Total.
	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.	£1,000.
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	213,551
1915 ..	75,475	70,172	22,399	6,253	22,060	59,212	255,571
1916 ..	61,255	83,054	27,931	6,062	23,192	60,502	261,996
1917 ..	59,641	91,979	31,326	6,147	24,998	65,327	279,418
1918 ..	59,036	96,662	33,738	6,890	25,462	70,087	291,875
1919-20 ..	72,202	111,683	38,830	9,670	18,982	92,330	343,697
1920-21 ..	112,801	90,641	52,613	11,136	21,675	101,778	390,644
1921-22 ..	81,890	75,054	44,417	10,519	20,029	112,517	344,426
1922-23 ..	84,183	97,127	43,542	11,124	20,281	123,188	379,445
1923-24 ..	81,166	110,216	42,112	11,866	22,184	132,732	400,276
1924-25 ..	107,163	127,301	45,190	12,357	24,592	137,977	454,580
1925-26 ..	89,267	113,556	48,278	12,784	24,529	143,256	431,670
1926-27 ..	98,295	111,716	46,980	12,790	23,939	153,634	447,354
1927-28 ..	84,328	124,554	50,261	12,181	23,015	158,562	452,901
1928-29 ..	89,440	116,733	50,717	11,617	19,539	159,759	447,805
1929-30 ..	77,109	84,563	49,398	11,371	17,912	149,184	389,537
1930-31 ..	70,500	69,499	43,067	8,313	15,361	112,966	319,706
1931-32 ..	74,489	61,540	41,478	7,703	13,352	106,456	305,018
1932-33 ..	75,562	64,851	39,622	8,470	15,583	114,136	318,224
1933-34 ..	70,731	95,613	40,306	9,605	17,608	123,355	357,218
1934-35 ..	68,587	74,556	44,763	10,856	19,940	137,638	356,349
1935-36 ..	75,388	91,286	47,533	11,624	23,248	155,891	404,970

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

the same manner as they have been applied to nominal wages, to measure their relative purchasing power. The results may be taken to indicate the purchasing power in retail prices of the things produced, and for convenience will hereafter be called *real* production.

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

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

The two tables tell different stories. Before unemployment became severe in 1930, *real* production per head (as shown in the last two columns of the first table) had remained substantially steady with minor fluctuations since 1906. Whatever gain had been made in productive efficiency had been largely counterbalanced by the gradual change over from production of goods to production of services. Coincident with the heavy increase in unemployment between the years 1930 and 1933, the maximum being reached in 1932, the index-numbers fell sharply from their normal level of about 100 to 76 ("A" series) and 78 ("C" series) in 1930-31. This would imply a fall in average *real* income of nearly one-fourth from the normal level, taking unemployment into account. During the following three years the index-numbers rose to 96 and 97 equivalent to an increase in *real* production of about 25 per cent. In 1934-35, however, the index-numbers fell slightly, due principally to the retail price index-numbers rising while the value of production showed little change. In 1935-36 they more than recovered the lost ground, the rise in prices being insufficient to offset the very substantial improvement in the recorded value of production per head. The index-numbers of 101 ("A" series) and 105 ("C" series) are greater than those for 1928-29 and practically equal to those for 1926-27.

The index-numbers of *real* production per person engaged (as given in the last two columns of the second table) show on the other hand an appreciable upward tendency. They rose steeply during the war, as might have been expected, fell somewhat after the war, and recovered again. In 1929-30 they fell substantially, due partly to the lag in the fall of retail prices. They increased during the next four years to 125 and 126, only to fall again in 1934-35 to 115 and 117 with the fall in wool prices during that year. In 1935-36 they recovered most of this loss, and, at 121 and 125, stood above the levels of 1928-29. This high figure for *real* production per person engaged implies a high *real* wage for those in employment, and is consistent with available information concerning rates of *effective* or *real* wages, which more than maintained in recent years the high level reached in the years 1927 to 1929.

Production per Head of Population.

Year.	Value of Material Production.			Retail Price Index-Numbers (a) 1911 = 1,000.		Real Production per head of population (1911 = 100) measured in purchasing power over region of—	
	Total. £1,000.	Per head of population.					
		Actual.	Index-Number 1911 = 100	"A" Series	"C" Series	"A" Series	"C" Series.
		£					
1906 ..	147,043	35.9	87	902	..	97	..
1911 ..	188,359	41.2	100	1,000	(1,000)	100	100
1913 ..	220,884	45.1	110	1,104	..	99	..
1914 ..	213,552	43.0	104	1,140	1,140	92	92
1916 ..	261,996	53.3	129	1,324	1,319	98	98
1917 ..	279,418	56.1	136	1,318	1,406	103	97
1918 ..	291,875	57.5	140	1,362	1,501	102	93
1919-20 ..	343,697	64.9	158	1,624	1,695	97	93
1920-21 ..	390,644	72.2	175	1,821	1,935	96	91
1921-22 ..	344,426	62.5	152	1,600	1,680	95	90
1922-23 ..	379,445	67.4	163	1,642	1,619	100	101
1923-24 ..	400,276	69.6	169	1,714	1,664	99	102
1924-25 ..	454,580	77.3	188	1,690	1,637	111	115
1925-26 ..	431,670	72.0	175	1,766	1,673	99	104
1926-27 ..	447,354	73.1	178	1,763	1,663	101	107
1927-28 ..	452,901	72.5	176	1,776	1,676	99	105
1928-29 ..	447,805	70.5	171	1,785	1,693	96	101
1929-30 ..	389,537	60.6	147	1,783	1,688	83	87
1930-31 ..	319,706	49.2	120	1,574	1,528	76	78
1931-32 ..	305,018	46.5	113	1,432	1,406	79	80
1932-33 ..	318,224	48.2	117	1,358	1,344	86	87
1933-34 ..	357,218	53.7	130	1,365	1,344	96	97
1934-35 ..	356,349	53.2	129	1,399	1,366	92	95
1935-36 ..	404,970	60.0	146	1,437	1,392	101	105

(a) For explanation of "A" and "C" series, see page 16.

Production per Person Engaged.

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

(a) Vide following explanatory remarks

(b) For explanation of "A" and "C" Series, see page 16.

Production per Person Engaged—*continued.*

Year.	Number engaged in Material Production (a)	Value of Material Production per person engaged in Production (a)		Real Production per person engaged (1911=100) measured in retail purchasing power over regimen of—(b)	
		Actual.	Index-Number 1911=100.	"A" Series	"C" Series
1922-23 ..	793	475	185	113	114
1923-24 ..	810	491	191	111	115
1924-25 ..	826	547	213	126	130
1925-26 ..	831	515	201	114	120
1926-27 ..	841	527	205	116	123
1927-28 ..	838	536	209	118	125
1928-29 ..	830	536	209	117	123
1929-30 ..	803	482	187	105	110
1930-31 ..	728	431	168	108	112
1931-32 ..	741	411	160	112	114
1932-33 ..	781	407	158	117	118
1933-34 ..	815	437	170	125	126
1934-35 ..	862	412	160	115	117
1935-36 ..	901	448	174	121	125

(a) Vide following explanatory remarks.

(b) For explanation of "A" and "C" Series, see page 16.

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

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

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

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

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

- (a) Australia—Commonwealth Conciliation and Arbitration Act 1904-1934.
- (b) New South Wales—Industrial Arbitration Act 1912-1937.
- (c) Victoria—Factories and Shops Act, Nos. 4275, 1934 and 4461, 1936.
- (d) Queensland—Industrial Conciliation and Arbitration Act 1932-1936.
- (e) South Australia—The Industrial Code 1920-1936.
- (f) Western Australia—Industrial Arbitration Act 1912-1935.

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

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

* This was regarded by the learned Judge as the "average" family unit, whereas statistically the average number of dependent children per married adult worker was at the time 1.55 and for all adult workers 1.0. These rates at the 1933 Census had declined to 1.27 and 0.80 respectively.

'the normal needs of the average employee regarded as a human being living in a civilized community.' This may therefore be taken as the true definition of the "basic" wage of the Federal Arbitration Court.

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

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

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

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

The adequacy or otherwise of the "Harvester" standard has been the subject of much discussion, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the war hindered such a review, which was regarded as less urgent by reason of the fact that wages throughout Australia were

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

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

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

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

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

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

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

Six Capital cities, 65s.

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

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

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

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

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

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

(b) 1s. less was being paid under the " 2s. minimum adjustment " provision.

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

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

" Loading."	Instalments.	Date of Operation (First pay period to begin in—).
6 0	3 0	July
	3 0	October
5 0	3 0	July
	2 0	October
4 0	2 0	July
	2 0	October
3 0	2 0	July
	1 0	October

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

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

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

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

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

The main parts of the judgment are reprinted below :

BASIS OF CLAIM.

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

Decline in national income ;

Increasing unemployment ;

Violent fall in export prices ;

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

The precarious position of primary industries.

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

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

Index-Number of Quantity Production in Australia.

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

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

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

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

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

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

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

NATIONAL INCOME, AND EFFECT OF CESSATION OF OVERSEA BORROWING.

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

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

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

POSITION OF PRIMARY INDUSTRIES.

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

EMPLOYERS’ CONTENTIONS.

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

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

EFFECTS OF HIGHER WAGES ON INVESTMENT.

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

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

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

EFFECTS OF HIGHER WAGES ON CONSUMPTION.

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

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

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

PREDEPRESSION WAGE RATES.

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

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

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

INCREASES IN MARGINAL RATES.

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

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

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

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

HIGHER BASIC WAGE DESIRABLE.

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

DIFFERENTIAL INCREASES.

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

BASIS OF NEW BASIC WAGE.

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

but constant. The amount of the 'needs' basic wage plus the respective loading will be the total *basic wage* for the purpose of the award in which they are prescribed.

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

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

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

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

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

PROVINCIAL RATES.

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

FEMALE RATES.

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

"COURT" SERIES OF INDEX-NUMBERS.

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

"The Court is also informed by the Statistician that he and the State Statisticians have decided that very soon the 'All Items' index-numbers, although compiled on the same material as at present, will be calculated to

a different base. This would cause a change from the numbering in the present 'C' series and necessitate a consequential alteration in nearly all the Court's awards unless obviated by the Court in some way. For this reason, also, it is desirable that the Court should issue a retail price index series of its own, the numbering of which would remain the same, notwithstanding any change by the Statistician of the base to which his 'All Items' index-numbers are calculated. As the Court will have to vary its awards in order to prescribe the new basic wage, it is a convenient time to introduce its own table and this will be done. The table will be prepared from the 'C' series as follows:—

"At present the Court's adjustable basic wage—the 'needs' basic wage as it has been termed herein—is assessed at such an amount that if the 'C' series number for a quarter were 1,000 the corresponding 'needs' basic wage would be 81s. The Court's present table of wages is compiled on this basis. For the Court's own series the numbers will be obtained thus—The 'C' series number for the quarter in question will be multiplied by $\frac{81}{1,000} = 0.81$, and the first three numbers on the left of the product will be the corresponding number in the Court's series. That corresponding number will itself state in whole and decimal figures the number of shillings with current purchasing power equivalent to that of 81s. when the 'C' series index-number is 1,000."

The "basic" wage rates of the Federal Court operative from 1st December, 1937, for the chief localities shown are as follows, including the "loadings" referred to above* viz. :—

	s.	d.		s.	d.
New South Wales—			South Australia—		
Sydney	78	0	Adelaide	74	0
Newcastle	78	0	Five Towns	74	0
Broken Hill	79	0	Western Australia—		
Five Towns	78	0	Perth	75	0
Victoria—			Kalgoorlie	87	0
Melbourne	77	0	Geraldton	83	0
Geelong			Five Towns	76	0
Warrnambool			Tasmania—		
Mildura			Hobart	75	0
Yallourn	83	6	Launceston	73	0
Five Towns	77	0	Queenstown (a)	66	6
Queensland—			Five Towns	74	0
Brisbane	74	0	Thirty Towns	76	0
Five Towns	74	0	Six Capital Cities	76	0

* The "family unit" associated with this wage consists of man, wife, and two children.

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

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

of Industrial Arbitration during the period 1914 to 1916. The 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 that 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 the Industrial Arbitration (Amendment) Act No. 41 of 1929, any declaration of a "living" wage made after the commencement of the amended Act did not extend to employees in rural industries. The next declaration of the Commission was issued on the 20th December, 1929, when the rate for adult male workers was fixed at £4 2s. 6d. per week, and for adult female workers at £2 4s. 6d. per week. The adult male rate was determined on the family unit of a man, wife and one child. The President dissented from the other two Commissioners and presented a separate judgment. These pronouncements are published in the *New South Wales Industrial Gazette*, Vol. XXXVI., No. 6, and deal exhaustively with matters relating to basic wages. The "living" wage determined by the Industrial Commission in 1929 remained in operation until the 26th August, 1932, when a "living" wage was declared for adult male workers at £3 10s. per week, and for adult female workers at £1 18s. per week. The wage was revised at six-monthly intervals (in the months of April and October).

A special inquiry into a new Basic Wage was commenced by the Industrial Commission on 1st April, 1935, the opening sittings being devoted to the female wage. The inquiry was made at the instance of the New South Wales Public Service Association whose claim amounted to between £5 and £6 per week. The declaration was finally made on 24th April, 1936, and provided £3 9s. for males, and £1 15s. 6d. for females. Strong protests made to the Government against the reduction in the female rate resulted in an amendment of the Industrial Arbitration Acts, providing for the female rate to be 54 per cent. of the male rate, or £1 17s. 6d., retrospectively from the date of operation of the original declaration. Rates of £3 10s. for males, and £1 18s. for females were declared on 27th October, 1936, and £3 11s. 6d. for males and £1 18s. 6d. for females on 24th April, 1937.

Following on the judgment of the Commonwealth Arbitration Court referred to on page 77, the Government of New South Wales decided to bring the State Basic Wage into line with the Federal rates ruling in the State, and secured an amendment of the Industrial

Arbitration Act (No. 9 of 1937) to give effect thereto. The Act was passed on 7th October, 1937, and was expressed to come into operation from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable, and provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index Numbers, shortly known as the "Court" Series of Index Numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the intentions of the new Act; to define boundaries within which the various rates are to operate, and to specify the appropriate "Court" Series retail price index numbers to which they are to be related.

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

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

(ii) *Victoria*.—Up to October, 1934, no basic wage was fixed by any State authority in Victoria, but the Wages Boards followed the rates of the Federal Court to a large extent, and also made similar periodical adjustments to variations in retail prices. With the passing of The Factories and Shops Acts, Nos. 4,275 of 1934 (proclaimed to come into operation on 17th October, 1934) and 4461 of 1936, it is now obligatory on all Wages Boards to adopt Federal Award rates and conditions "which such Boards are under the Factory and Shops Acts empowered to include in their determinations". The Act further provides for the Secretary for Labour to make adjustments of wages according to variations in retail price index-numbers without calling the Boards together for the purpose.

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

The main provisions to be observed by the Court when determining the "basic" wage are—(a) the minimum wage of an adult male employee shall be not less than is sufficient to maintain a well-conducted employee

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

The first formal declaration by the Industrial Arbitration Court in this State of a minimum wage was gazetted on 24th February, 1921, when the basic rates of wage in industries of average prosperity were determined to be—in Brisbane and Rockhampton, £4 5s. per week for adult males, and £2 3s. per week for adult females; in Townsville, £4 15s. for adult males, and £2 8s. for adult females. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the "basic" or "living" wage. The basic rates for Brisbane were reduced by the Court as from 1st March, 1922, to £4 per week for adult males, and £2 1s. per week for adult females. On 28th September, 1925, these rates were increased to £4 5s. per week and £2 3s. per week respectively. Two reductions in the "basic" wage were made in 1930. On the 1st August the rate for adult male employees was reduced to £4 per week, and on the 1st December to £3 17s. The rates for adult females at these dates were fixed at £2 1s. and £1 19s. 6d. per week respectively. A further reduction of the basic rates was gazetted in 1931, the rates fixed as from the 1st July, 1931, being £3 14s. for adult males and £1 19s. for adult females. The last revision of the basic wage was made by the Industrial Court in February, 1933, when it was decided to make no alteration in the rates fixed as from 1st July, 1931, viz.:—£3 14s. per week for adult male employees, and £1 19s. per week for adult female employees. The Court was unanimous in deciding to make no change, after fully traversing the three main factors by which the Court has been guided since the basic wage was first fixed in 1921, i.e., Interstate Competition; Productivity; Unemployment. These rates continued in operation to the end of March, 1937, when an application was made by the Unions for a review of the basic wage. The Court decided to raise the existing rates by 4s. a week for males and 2s. for females, bringing the wage to £3 18s. and £2 1s. respectively, operative from 1st April, 1937. The declarations of the Industrial Court are published in the Queensland Industrial Gazette.

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

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

rendered it just and expedient to review the question of the "living" wage, but a new determination cannot be made by the Board until the expiration of at least six months from the date of its previous determination.

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

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

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

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

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

On the 11th October, 1930, the Board of Industry declared the "living" wage for adult male employees in the metropolitan area at 12s. 6d. per day, or £3 15s. per week, and on the 22nd December, 1930, the rate for adult female employees was declared at £1 15s. per week. The above rates are those determined by the majority of the Board of Industry. In each case a minority report was issued. The reports of the Board of Industry bearing on these declarations were published in Bulletin No. 8 issued by the Department of Industry, South Australia. The Board of Industry, on the 17th August, 1931, declared the basic rate for adult male workers at £3 3s. per week, and, on the 4th December, 1931, declared the rate for adult female workers at £1 11s. 6d. per week. A review of the "living" wage was made by the Board of Industry in 1933 at the instance of the employers, but in its report dated 12th April, the Board recommended that no change be made in existing rates for the metropolitan area from those fixed on 17th August, 1931. A minority report was submitted by the representatives of the Employers on the Board objecting to the finding, chiefly on the grounds that decreased cost of living had been disregarded; that the economic outlook had not definitely improved; and that the effect of the finding would be to raise the standard of living to what the Board thought appropriate in 1930 and 1931, and above that prescribed by the Board in the prosperous year of 1925. These rates remained in force until they were superseded by the declaration of the Board of Industry, of 11s. per day or £3 6s. per week

for adult males, and £1 13s. per week for females, operative from 7th November, 1935, in the case of males and from 16th January, 1936, in the case of females. The present rates are applicable from 7th January, 1937, £3 9s. 6d. for males and £1 14s. 9d., applicable from 29th April, 1937, for females.

(v) *Western Australia*.—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1935, determines and declares the "basic" wage in this State. The Court consists of three members appointed by the Governor, one on the recommendation of the industrial unions of employers, one on the recommendation of the industrial unions of employees, while the third member is a Judge of the Supreme Court. The last mentioned member is the President of the Court.

The Industrial Arbitration Act 1912-1935 provides that, before the 14th June in every year, the Court, of its own motion, shall determine and declare—(a) a "basic" wage to operate from the 1st July of each year, to be paid to male and female workers; and (b) wherever and whenever necessary, differential basic rates to be paid in special or defined areas of the State

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

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

The first declaration of the "basic" wage by the Court of Arbitration since the authority to fix one was vested in the Court by the Industrial Arbitration Act of 1925 was made on the 11th June, 1926, when the rate for adult male employees was determined at £4 5s. per week, and for adult female employees at £2 5s. 11d. per week. 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 whole State with the exception of the gold-fields area, where the rates were £4 5s. for adult male employees and £2 5s. 11d. for adult female employees. The Court of Arbitration on the 10th June, 1930, revised the basic rates, and fixed the rates as from 1st July, 1930 at £4 6s. per week for adult males and £2 6s. 5d. for adult females in the Metropolitan area, and at £4 5s. and £2 5s. 11d. respectively in other parts of the State. On 3rd March, 1931, these rates were reduced to £3 18s. and £2 2s. 2d. in the Metropolitan area, and £3 17s. and £2 1s. 8d. in other parts of the State. A declaration on the 10th June continued the basic rates previously declared. On the 18th August the Court issued a declaration determining the "basic" wages for

the agricultural area, that is for the South-West Land Division, excluding the Metropolitan area, at £3 16s. per week for adult males, and at £2 1s. per week for adult females. The rates for the Metropolitan area and for other parts of the State were not changed.

A declaration on the 5th November, 1931, adjusted the rates as 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. These rates were reduced to £3 10s. and £1 18s. 1d. on the 2nd November, 1932; to £3 9s. and £1 17s. 3d. on the 28th February, 1933; and to £3 8s. and £1 16s. 9d. on the 13th June, 1933. On the 3rd August the rates were increased to £3 9s. 3d. and £1 17s. 5d. respectively, representing the first increase in the basic wage in the State since 1st July, 1929. These rates were repeated by the Court's declaration of 1st May, 1934; but as from 1st July, 1935, the rates were raised to £3 10s. 6d. for males, and £1 18s. 1d. for females, and from 12th August, 1936, to £3 12s. for males and £1 18s. 11d. for females. The rates applicable from 16th November, 1936, were £3 13s. 9d. for males and £1 19s. 10d. for females, but were increased to £3 14s. 11d. for males and £2 0s. 5d. for females from 26th July, 1937 and these rates are at present applicable.

The rates for country areas from 26th July, 1937, are set out in the footnote to the table below.

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

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

Basic Weekly Wage Rates fixed by State Industrial Tribunals.

State.	"Basic" Wage		Date of Operation	Family Unit (for Male Rate)
	Males.	Females		
New South Wales ..	£ s. d. (a) 3 18 0	£ s. d. 2 2 0	1.10.37	Man, wife, and child
Victoria ..	(b)	(b)	(b)	(b)
Queensland ..	3 18 0	2 1 0	1.4.37	Man, wife, and three children
South Australia ..	3 14 0	1 16 6	24.11.37	" " " "
Western Australia ..	(c) 3 14 11	2 0 5	26.7.37	" " two "
Tasmania ..	(b)	(b)	(b)	(b)

(a) Plus child allowances.

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

(c) Metropolitan area. "Basic" wage for country districts (including gold-fields areas), excepting the S.W. Land Division—males, £4 7s. 0d.; females, £2 7s. 0d. Agricultural Areas and S.W. Land Division—males, £3 15s. 10d.; females, £2 0s. 11d.

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

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

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

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

(ii) *The New South Wales Scheme.*—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the session of 1926-27, when Acts, which have been amended during subsequent years, provided for the payment of child allowances. These allowances were paid as from 23rd July, 1927. Prior to December, 1929, the Act provided for (a) the declaration of a basic wage, and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances were to be paid only to the extent to which the total earnings of the worker and his family fell short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child. The amending Act, assented to on the 23rd December, 1929, provides that, subject to the last-mentioned provision, child endowment shall be 5s. per week for each child except one in the family. Payments of child allowances in New South Wales were made from a fund created by a levy on the total amount of wages paid by employers. The rate of tax to be collected by the Government from employers during 1930 was fixed at 1 per cent. From the 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £ on all wages above £3 per week. The amount of levy

* The "Harvester" equivalent for Melbourne at the time (September quarter, 1920) was £4 13s. per week, but only £3 16s. to £4 2s. was being paid on the basis of an annual index number.