

Index-Numbers of Retail Prices in Various Countries, &c.—continued.

(b) PRICES OF FOODSTUFFS—continued.

No. of Towns and Localities.	ITALY.	NORWAY.	POLAND.	SWEDEN.	SWITZERLAND.	BRITISH INDIA.	SOUTH AFRICA.	CANADA.	UNITED STATES.	AUSTRALIA.	NEW ZEALAND.	SPAIN.
	Milan.	31	Warsaw.	49	33	Bombay.	9	80	51	30	25	Madrid.
July 1914 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
" 1915 ..	1,230	1,230	1,230	1,230	1,230	1,230	1,230	1,230	1,230	1,230	1,230	1,230
" 1916 ..	1,510	1,530	1,510	1,510	1,510	1,510	1,510	1,510	1,510	1,510	1,510	1,510
" 1917 ..	2,100	2,030	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100	2,100
" 1918 ..	3,250	2,710	3,250	3,250	3,250	3,250	3,250	3,250	3,250	3,250	3,250	3,250
" 1919 ..	3,100	2,900	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100	3,100
" 1920 ..	4,450	3,190	4,450	4,450	4,450	4,450	4,450	4,450	4,450	4,450	4,450	4,450
" 1921 ..	5,060	2,920	450,550	2,320	2,110	1,740	1,390	1,490	1,450	1,612	1,641	1,890
" 1922 ..	4,920	2,330	744	1,700	1,570	1,800	1,180	1,360	1,390	1,482	1,421	1,810
" 1923 ..	4,960	2,186	714	1,600	1,660	1,480	1,160	1,350	1,440	1,644	1,430	1,770
" 1924 ..	5,080	2,480	1,391	1,590	1,700	1,510	1,170	1,310	1,400	1,485	1,463	1,840
" 1925 ..	6,020	2,600	1,738	1,690	1,690	1,710	1,200	1,380	1,560	1,550	1,509	1,890
" 1926 ..	6,540	1,080	2,070	1,560	1,590	1,740	1,170	1,510	1,530	1,588	1,498	1,870
" 1927 ..	5,240	1,750	1,431	1,510	1,570	1,730	1,190	1,480	1,500	1,517	1,447	1,850
" 1928 ..	41,400	1,730	1,441	1,570	1,570	1,610	1,160	1,460	1,490	1,547	1,470	1,770
Dec. 1928 ..	41,450	1,610	1,473	1,510	1,580	1,630	1,150	1,540	1,520	1,520	1,520	1,870

a Gold index. b New series. c Yearly average. d January. e Average of second quarter. f New series, November, 1927. g Since 1924 "Reichsmark" prices. A New series, November, 1927. h Since 1923 "Zloty" prices recalculated—base October, 1928. j December. k Third quarter of year. l From 1915, for month of August. m For 1921-24, includes fuel and soap, since 1925 exclusive of those items. n Base 1921-25=1,000. o 1st June.

CHAPTER II.—WAGES.

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

1. **General.**—Particulars regarding operations under the Commonwealth Arbitration Acts and the various State Acts for the regulation of wages and hours and conditions of labour, showing the number of boards authorized and constituted, also those which had and which had not made any award or determination in each State, the number and territorial scope of awards or determinations, and the number of industrial agreements in force, were first compiled to the 31st December, 1913.*

These particulars have from time to time been revised, and reviews to the end of approximately quarterly periods have been published in the periodical Labour Bulletins and Quarterly Summaries to the 31st December, 1928.

* Information as to the main provisions of the various Acts in force may be found in the Official Year Book No. 16, pages 568 to 571.

2. Awards and Determinations Made and Industrial Agreements Filed.

—The following table shows the number of awards and determinations made and industrial agreements filed, excluding variations, in each State and under the Commonwealth Statutes during each quarter of the years 1927 and 1928.*

Awards and Determinations Made and Industrial Agreements Filed in each Quarter of the Years 1927 and 1928.

State.	1st Quarter.		2nd Quarter.		3rd Quarter.		4th Quarter.		Whole Year.	
	Awards of Determinations made.	Agreements Filed.	Awards of Determinations made.	Agreements Filed.	Awards of Determinations made.	Agreements Filed.	Awards of Determinations made.	Agreements Filed.	Awards of Determinations made.	Agreements Filed.
1927.										
New South Wales	31	10	42	8	47	8	43	7	163	83
Victoria	16	..	18	..	17	..	23	..	74	..
Queensland	7	6	18	4	10	3	21	5	56	18
South Australia	2	2	7	..	1	..	5	1	15	4
Western Australia .. .. .	..	8	2	6	3	7	1	30	6	57
Tasmania .. .. .	..	..	1	..	1	..	2	..	1	..
Commonwealth Court	2	2	5	0	15	8	12	9	34	25
Commonwealth Public Service Arbitrator	1	..	..	..	..	..	..	..	1	..
Total	50	28	93	24	94	27	107	58	353	137
1928.										
New South Wales	16	4	26	10	20	4	31	18	93	36
Victoria	10	..	21	..	20	..	16	..	78	..
Queensland	1	4	11	8	11	4	11	11	54	27
South Australia	2	1	6	1	4	2	2	..	14	4
Western Australia	3	12	2	6	3	5	11	5	19	28
Tasmania	3	1	2	1	4	..	1	1	10	3
Commonwealth Court	8	7	5	5	10	3	17	15	40	30
Commonwealth Public Service Arbitrator .. .. .	..	..	..	..	5	..	1	..	6	..
Total	49	29	73	31	77	18	90	50	289	128

A comparison of the operations of industrial tribunals during the years 1927 and 1928 shows that during the latter year there was a considerable decrease in the number of awards made, and similarly with the number of industrial agreements filed.

The number of awards and determinations made by all tribunals during 1928 was 289 as compared with 353 during the previous year, and the number of industrial agreements filed during 1928 under the provisions of the various Industrial Acts was 128, as against 137 in 1927.

The tribunals which issued fewer awards and determinations were those in New South Wales, Victoria, Queensland and South Australia, while the Commonwealth Court of Conciliation and Arbitration, the Commonwealth Public Service Arbitrator, and the State tribunals in Western Australia and Tasmania made more awards and determinations in 1928 than during the previous year. Of the 128 agreements filed during the year, 36 were

* Corresponding figures for the years 1914 to 1926 were published in Labour Reports Nos. 9 to 18.

filed under the provisions of the New South Wales Act; 30 under the Commonwealth Act; 28 under the Act in Western Australia and 27 under the Queensland Act.

Many agreements in Western Australia have been made "common rules" by order of the Court of Arbitration, and therefore have the effect of an award binding all employers and workers in the industries concerned within the localities specified in the agreements, whether members of an industrial union or association or not.

The figures in the preceding table are exclusive of variations of principal awards, of which a considerable number are made each year. The total variations made by the State and the Commonwealth Courts, Wages and Industrial Boards, and the Commonwealth Public Service Arbitrator, numbered 351 in 1928, compared with 590 in 1927, and were distributed as follows:—New South Wales 151, Queensland 62, Western Australia 10, Commonwealth Court 77, Commonwealth Public Service Arbitrator 45, and South Australia 6. 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.

3. Awards, Determinations, and Agreements in Force.—(i.) General.—The following table gives particulars for all States of the number of boards authorized and constituted, and, including operations under the Commonwealth Arbitration Acts, of the number of awards, determinations, and industrial agreements in force in all States at the 31st December, 1913, and at the dates specified to 31st December, 1928.

Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions has taken place during the period under review. The number of industrial awards and determinations in force throughout Australia at the 31st December, 1928, was 1,424 and the industrial agreements filed at the same date numbered 777. Including the operations under the Commonwealth Arbitration Acts* the number of awards or determinations and industrial agreements† in force has increased by 849 and 376 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, generally speaking, awards and determinations made by both State and Commonwealth tribunals continue in force after the term of operation mentioned therein has expired, until rescinded or superseded by a subsequent order or award. Prior to the passing of the *Industrial Code Amendment Act* 1924, assented to on the 24th December, 1924, the determinations of industrial boards in South Australia remained in force only for the specified

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

† The registration of industrial agreements is not provided for under the State Act in force in Victoria, but agreements registered and filed under the provisions of the Commonwealth Conciliation and Arbitration Act are in operation within the State.

term, and after its expiration had no further legal effect, although, no doubt, their provisions were observed until such time as the Board issued a new determination. All industrial agreements, with the exception of those made under the provisions of the Tasmanian Act, continue in force after the expiration of the term mentioned, until rescinded or superseded by a subsequent agreement or order. The Tasmanian agreements have no legal effect after the term of operation has expired, unless and until revived perhaps by a subsequent agreement.

The Commonwealth Act provides that an award shall continue in force for a period to be specified in the award, and after the expiration of the period so specified shall, unless the Court otherwise orders, continue in force until a new award has been made. Certain awards, regarding which definite information that they have been superseded is not readily ascertainable, are therefore included in these records.

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

Particulars of Boards, and of Awards, Determinations, and Industrial Agreements in Force, 1913 to 1928.

Dates.	Boards Authorized.	Boards. Constituted.	Boards which had made Awards or Determinations.	Awards or Determinations in Force. ^a	Industrial Agreements in Force.
31st December, 1913..	605	501	387 ^c	575 ^b	401
30th September, 1914	549	539	474	599	409
31st December, 1915..	573	554	498	663	546
" " 1916..	594	572	525	706	609
" " 1917..	478 ^d	473 ^d	442 ^d	744	732
" " 1918..	267 ^e	260 ^e	445	866	833
" " 1919..	505	498	465	942	843
" " 1920..	475 ^f	470 ^f	440 ^f	1,041	972
" " 1921..	569	557	479	1,047	1,222
" " 1922..	569	561	508	1,042	780
" " 1923..	574	566	523	1,088	740
" " 1924..	575	538 ^g	520	1,111	549
" " 1925..	575	541	524	1,181	607
" " 1926..	599	565	538	1,262	681
" " 1927..	613	547 ^{g h}	534	1,358	744
" " 1928..	634	579	559	1,424	777

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

^b Excluding awards or determinations which expired in New South Wales (under the Act of 1906) on 31st December, 1913.

^c Owing to a number of Awards made under the *New South Wales Industrial Disputes Act 1908* being still in force, the Boards constituted for such industries under the *Industrial Arbitration Act 1912* had not made any awards.

^d Reduction in the number of Boards authorized, etc., was due to the dissolution of all Boards appointed under the *Queensland Industrial Peace Act 1912*. The work of these Boards is now undertaken by the Court of Arbitration constituted under the *Industrial Arbitration Act 1916*.

^e On the 13th December, 1918, an order was made by the New South Wales Court of Industrial Arbitration recommending the reconstitution of 220 Industrial Boards which had expired by effluxion of time, and on the 19th February, 1919, such Boards were constituted.

^f Reduction in the number of Boards authorized, etc., was due to the dissolution on the 9th December, 1920, by the Industrial Code 1920, of Wages Boards in South Australia appointed under the *Factories Acts 1907 to 1915*. These have been replaced by Industrial Boards appointed under the Industrial Code.

^g During the years 1924 and 1927 the majority of the South Australian Boards expired, and all had not been reconstituted at the close of the respective years.

^h Three Industrial Boards were constituted during 1927 in Western Australia pursuant to section 107 of the *Industrial Arbitration Act 1912-1925*. This number was increased to 11 during 1928.

The following table shows the number of Industrial and Wages Boards operating, and the number of awards, determinations, and industrial agreements in force at the end of the years 1913, 1927, and 1928.

Boards Authorized and Constituted : Awards, Determinations, and Agreements in Force 1913, 1927, and 1928. (d)

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
		Court.	Pub. Ser. Arb.							
Boards Authorized, etc. Boards authorized ..	{ 1913 .. ..	..	..	2216	135	75	56	..	23	505
	{ 1927 .. ..	..	..	300	183	2	76	3	49	613
	{ 1928 .. ..	..	..	306	185	2	78	11	54	634
Boards constituted	{ 1913 .. ..	..	..	2223	192	74	51	..	21	501
	{ 1927 .. ..	..	..	298	176	2	25	3	43	547
	{ 1928 .. ..	..	..	306	178	2	28	11	54	579
Boards which have made Awards or Determinations	{ 1912 .. ..	..	..	123	123	74	47	..	19	386
	{ 1927 .. ..	..	..	278	169	..	53	..	39	534
	{ 1928 .. ..	..	..	277	167	..	54	10	51	550
Awards and Determinations— Awards and Determinations in force	{ 1913 .. 17	..	..	2265	127	73	54	18	21	575
	{ 1927 .. 223	36	..	398	180	248	112	110	51	1,358
	{ 1928 .. 230	37	..	444	182	250	109	121	51	1,424
State Awards and Determinations— Applying to Whole State	{ 1913 .. ..	..	..	82	8	3	..	..	15	58
	{ 1927 .. ..	..	..	89	66	70	16	5	41	287
	{ 1928 .. ..	..	..	130	67	71	17	6	41	332
Applying to Metropolitan area	{ 1913 .. ..	..	..	58	..	28	53	13	1	153
	{ 1927 .. ..	..	..	103	2	62	65	61	1	294
	{ 1928 .. ..	..	..	101	2	63	62	65	1	294
Applying to Metropolitan and Country areas	{ 1913 .. ..	..	..	49	105	1	..	1	5	161
	{ 1927 .. ..	..	..	134	99	52	2	10	7	304
	{ 1928 .. ..	..	..	132	100	52	2	13	7	306
Applying to Country areas	{ 1913 .. ..	..	..	126	14	41	1	4	..	186
	{ 1927 .. ..	..	..	72	13	64	29	34	2	214
	{ 1928 .. ..	..	..	81	13	64	28	37	2	225
Commonwealth Court Awards— Awards in force in each State ^a	{ 1913 .. ..	..	..	13	17	15	16	9	13	..
	{ 1927 .. ..	..	..	131	156	41	128	46	85	..
	{ 1928 .. ..	..	..	140	168	50	130	45	87	..
Commonwealth Public Service Arbitrator— Determinations in force in each State	{ 1927 .. ..	..	..	34	29	27	27	27	26	..
	{ 1928 .. ..	..	..	39	33	31	31	31	30	..
Industrial Agreements— In force	{ 1913	228	..	75	..	5	11	82	..	401
	{ 1927	260	..	177	..	108	51	144	4	744
	{ 1928	278	..	102	..	132	55	144	6	777
Commonwealth Agreements in force in each State	{ 1913 .. ..	..	..	132	129	68	62	57	61	..
	{ 1927 .. ..	..	..	97	103	31	27	19	23	..
	{ 1928 .. ..	..	..	103	110	33	34	23	30	..

^a The figures for New South Wales are exclusive of Demarcation Boards.—^b Including boards which were subsequently dissolved owing to alteration in the sectional arrangement of industries and callings.—^c Omitting a number of awards which expired on the 31st December, 1913.—^d For particulars relating to the years 1914 to 1926, see Labour Reports Nos. 9 to 13.—^e Includes awards for sectional parts of an industry or trade, and also awards regarding which definite information is not available that such awards have been superseded.

The number of awards and agreements in force in the Commonwealth at the end of December, 1928, showed an increase of 66 and 33 respectively over the number in force at the same date in 1927.

Information as to the main provisions of the various Industrial Acts in force throughout the Commonwealth has been given in previous Reports and brief reviews have been furnished each year respecting new legislation of an industrial character, as well as information respecting noteworthy pronouncements or procedure by industrial tribunals and any special application or conditions of the terms of awards or determinations. In this Report, brief particulars are given regarding new industrial legislation and special reports and tribunals connected with industrial matters during the year 1928.

(ii.) *New South Wales.*—In pursuance of section 14 of the *Industrial Arbitration Act 1912*, as amended, the Court of Industrial Arbitration in this State for several years exercised the functions of Industrial Boards with the exception of the Board constituted for industries (other than mining and smelting) in the County of Yancowinna (Broken Hill).

On 15th April, 1926, under the provisions of the *Industrial Arbitration (Amendment) Act 1926*, the Industrial Commission of New South Wales was substituted for the Court of Industrial Arbitration, and this tribunal has since exercised the functions previously vested in the Court.

The *Industrial Arbitration (Amendment) Act 1926*, assented to on 18th March, 1926, came into operation on 15th April, 1926, and provided for the establishment of the Industrial Commission of New South Wales consisting of such an even number of members as the Minister for Labour and Industry may determine (one half to be representative of employers and one half to be representative of employees nominated as prescribed) and presided over by the Industrial Commissioner appointed by the Governor. The jurisdiction and powers previously exercised by the Court of Industrial Arbitration and the New South Wales Board of Trade under the *Industrial Arbitration Act 1912* and amendments were transferred to and vested in the new Industrial Commission. Mr. A. B. Piddington, K.C., was appointed Industrial Commissioner under the Act for a period of five years as from 22nd April, 1926. The *Industrial Arbitration (Amendment) Act, No. 45, 1927*, assented to on 9th December, 1927, altered the constitution of the Industrial Commission from a single Commissioner to one consisting of three members. The Act provides, *inter alia*, that the Minister may establish conciliation committees for any industry or calling for which a board is constituted, or for any industry or calling for which, for the purpose of establishing a committee, the Commissioner may

recommend that a board be constituted. Each committee shall consist of such an equal number of representatives of employers and employees respectively as is determined by the Minister. A committee has cognizance of, and power to inquire into, any industrial matter in the industry for which it is established, and, in respect thereof, may exercise the powers and jurisdiction of a board, and may make an order or award binding on any or all employers and employees in the industry. An order or award of a committee shall also in all respects operate as an award of a board, and may be enforced as such.

On 15th December, 1926, the Industrial Commission (Mr. A. B. Piddington, K.C.) delivered the first determination of the standard of living and declaration of the living wage for adult male employees, this function having been performed previously by the Board of Trade. The living wage for adult males was declared as 84s. per week, which is identical with the Board of Trade's declaration of 1925, the living wage for adult females being postponed for separate consideration. The Commission also inquired into the problem of family endowment as an adjunct to the declared living wage, whereby the declared wage should be in respect of a man and wife only with additional allowances for dependent children, in order that the determined standard of living may be attainable for all those for whom it is intended, and, in its declaration, recommended to the State Government that a scheme of family endowment, at least for dependent children in the families of wage and salary earners, should be brought before Parliament at the earliest moment. Further reference to this matter and also declarations of the living wage will be found on subsequent pages.

On 27th June, 1927, the Industrial Commissioner declared the living wage (excepting for rural workers) for adult male employees in accordance with the provisions of the *Industrial Arbitration (Living Wage Declaration) Act 1927*, to be £4 5s. per week. The judgment deals exhaustively with the "standard of living" and "living wages" and is published in the *New South Wales Industrial Gazette*, Vol. XXXII. The living wage for adult female employees was declared on 27th June, 1927, as £2 6s. per week, and on 27th July, 1927, the living wage for adult male workers in rural industries was declared at £4 4s. per week. The revision of these basic rates of wages has been under consideration by the Industrial Commission and evidence has been submitted, but at date of issue of this Report finality had not been reached.

The following table shows the movement in the living wages in New South Wales for adult male and adult female workers from 1914 onward. The declarations of 1914 to 1916 are those of the Court of Industrial Arbitration, from 1918 to 1925 those of the Board of Trade, and from 1926 of the Industrial Commission.

New South Wales—Determinations of Male and Female Living Wages, 1914 to 1928.

(Other than Rural Industries.)

Date.	Males.		Females.		
	Weekly Living Wage.	Area.	Date.	Weekly Living Wage.	Area.
16.2.14	£ s. d. 2 8 0	Sydney and Suburbs	17.12.18	£ s. d. 1 10 0	Sydney and Suburbs
17.12.15	2 12 0	State	23.12.19	1 19 0	State
18.8.16	2 15 6	"	23.12.20	2 3 0	State " except County of Yancowinna
5.9.18	3 0 0	Sydney and Suburbs	3.3.21	2 3 0	State
8.10.19	3 17 0	"	22.12.21	2 1 0	State " except County of Yancowinna
19.4.20	3 16 6	Newcastle District	9.10.22	1 19 6	State
11.5.20	3 17 6	South Coast	10.4.23	2 0 0	State
8.7.20	3 18 0	Central Tablelands	7.6.23	2 1 6	"
8.10.20	4 5 0	State except Newcastle, South Coast, Central Tablelands and the County of Yancowinna	7.3.24	2 1 6	"
15.12.20	4 5 0	State except County of Yancowinna	1.8.24	2 1 6	"
3.3.21	4 5 0	State	24.8.25	2 2 6	"
8.10.21	4 2 0	State " except County of Yancowinna	27.6.27	2 6 0	"
12.5.22	3 18 0	"			
26.5.22	3 18 0	County of Yancowinna			
29.9.22	3 18 0	State " except County of Yancowinna			
10.4.23	3 18 0	State			
7.9.23	4 2 0	"			
7.8.24	4 2 0	"			
1.8.24	4 2 0	"			
24.8.25	4 4 0	"			
5.12.26	4 4 0	"			
27.8.27	4 5 0	" (except rural employees)			
20.7.27	4 4 0	" (rural employees)			

(a) Declaration by the Industrial Commission under the provisions of the Industrial Arbitration (Living Wage Declaration) Act, No. 38, 1927.

Family Endowment Act, No. 39, 1927, was assented to on 11th April, 1927. This Act established a scheme for the payment of an allowance of 5s. per week in respect of children under the age of fourteen years, subject to certain limitations as regards the income of the family claiming the allowance. The income limitations of recipients are covered in the main by the following provision:—

"(2) No certificate for endowment shall be issued in any case where—

- (a) the family income in the twelve months immediately preceding the date of the claim exceeded the aggregate of the following amounts, namely:—the amount for one year of the living wage based on the requirements of a man and wife without children and for the time being in force and appropriate to the case and the amount of thirteen pounds for each child in the family; or
- (b) if the magistrate is satisfied that the claimant or his spouse has directly or indirectly deprived himself of property or income in order to qualify for or obtain an endowment.

(3) Where the family income would by the issue of a certificate of endowment be increased beyond the aggregate mentioned in paragraph (a) of subsection two of this section the certificate shall be issued for such an amount only as will with the amount of the family income for the twelve months immediately preceding the date of the claim amount to that aggregate.

(4) For the purposes of this Act, "family income" means the combined incomes of a claimant, his spouse, and children under the age of fourteen years, arising from any source whatsoever, whether in or out of the State, and income includes any money, valuable consideration, or profits earned, derived, or received by or to which any such person is entitled for his own use and benefit, and without limiting the generality of the foregoing part of this definition shall be deemed to include—

- (a) any weekly payment under the *Workers' Compensation Act 1926* or other law relating to workmen's compensation ;
- (b) any endowment under this Act ;
- (c) five per centum of the value of any real or personal property owned by the claimant, or his spouse, other than the residence in which he resides, or his furniture and personal effects therein, or by his children under the age of fourteen years, and which produces no income or produces an income of less than five per centum per annum ;
- (d) moneys derived or received from investments of capital wherever invested ;
- (e) any amount applied for the maintenance or education of any child under the age of fourteen years by the administrator of any estate, the executor of any will, or the trustee of any settlement, or paid to a claimant for such purpose ;

But shall not include—

- (a) any payment by way of sick allowance or funeral benefit from any association or society ; nor
- (b) any money received under an insurance policy on the destruction or damage by fire or otherwise of a building or other property of any nature ; nor
- (c) any lump sum payment under any law relating to workers or workmen's compensation, or any gratuity paid under any Act relating to superannuation ; nor
- (d) the earnings of a child under the age of fourteen years ; nor
- (e) the earnings of a mother from casual employment ; nor
- (f) the earnings of an employee for overtime in his usual employment ; nor
- (g) any amount received as pension under the *War Pensions Act 1914-1916* in respect of a member of the Forces or his wife or as the widow of such a member.

In any case where the income is derived otherwise than from wages the magistrate shall deduct an amount equal to the amount which in his opinion has been expended in the production of that income.

(5) In the case of children in a charitable institution the income of the institution shall not be taken into account in determining whether any endowment shall be paid in respect of any particular child or in determining the amount of the endowment, but the family income shall be the combined incomes of the particular child and of his parents (if any)."

Payments may also be made in respect of incapacitated children up to the age of sixteen years, and also in respect of illegitimates. Children benefiting or eligible for benefits under the *Child Welfare Act 1923*, and those in receipt of war pensions are excluded ; in the latter case, however, payment of the difference in the two benefits may be made. A residential qualification is imposed for the mother and child of two years preceding the claim, or in the case of a child under two if born in the State. Claims are made in a

prescribed manner and supported by statutory declarations; they are finally decided by a magistrate with or without special investigation. Certificates for payment cover a period of one year, and renewal applications are subject to the same investigation as the originals, excepting that reference to a magistrate may be dispensed with, the Commissioner administering the Act issuing the necessary certificate. The fund from which payments are made is created by a levy on the total wages bill of employers, subject to a reduction of 10 per cent. on all wages paid under awards made under an Act of Parliament of the Commonwealth of Australia.

An employer whose wages bill does not exceed £150 per annum, or an employer which is a public hospital or public benevolent or charitable institution, is not subject to this levy.

The amount of levy was fixed at 3 per cent. of the wages bill by the Finance (Family Endowment Tax) Act, No. 40, 1927, assented to on 11th April, 1927.

The Industrial Arbitration (Living Wage Declaration) Act, No. 38, 1927, assented to on 11th April, 1927, was a necessary corollary to the foregoing Acts dealing with Family Endowment, and is to be read and construed with the *Industrial Arbitration Act 1912*, as amended by subsequent Acts, and the *Industrial Arbitration (Amendment) Act 1926*. This Act provides that in any declaration of a living wage for adult male employees such living wage shall be based upon a standard of living in accordance with the provisions of the *Industrial Arbitration (Amendment) Act 1926*, and on the requirements for man and wife without children. Provision is also made for the declaration of a separate living wage for rural employees.

The Family Endowment (Amendment) Act, No. 58, 1927, assented to on 16th December, 1927, provided, *inter alia* (a) for the discontinuance for a certain period of the imposition of contributions of employers to the Family Endowment Fund; (b) for the assessment and collection of the tax by the Commissioner of Taxation; (c) for the office and status of the Commissioners of Family Endowment, &c. Employers were not called upon to pay the tax on the wages bill for some months, but early in the year, 1929, the Government decided to impose a tax of 2 per cent. on wages. This rate is lower than that provided for in the original Act.

The Family Endowment (Amendment) Act, No. 20, 1928, amends the principal Act by omitting from the definition of "Employee" in Section 3 the words "domestic service or" and by inserting in lieu thereof the words "domestic service otherwise than in connexion with his employer's trade or business or any other person." Provision is also made that every employer or other person liable to do so shall lodge returns in accordance with the Regulations in respect of wages of persons employed in domestic service in connexion with the employer's trade or business. Other sections of the existing Act amended or added to were those relating to provisions for endowments in special cases, qualifications for endowment, and determination of claims.

(iii.) *Victoria*.—During the year 1928 five new Wages Boards were authorized and three were dissolved, whilst four Boards had their powers or areas extended.

Of the five new Boards created, three cover occupations not previously provided for, viz. :—Saltworkers, Laundry workers and Gramophone Record makers. The Knitters' Board and the Country Knitters' Board were dissolved and this industry is now covered by the Knitting Trade Board. The Earthworks and Excavation Board was also dissolved and the Excavation or Roadwork Board was created in its stead.

The Apprenticeship Act, No. 3546, 1927, assented to 21st December, 1927, amended the law relating to apprenticeship and for other purposes. The Act which came into operation on 8th May, 1928, created a Board of five members, to be called the Apprenticeship Commission of Victoria, consisting of (a) a President of proved ability, (b) two members representing employers nominated by the Victorian Chamber of Manufactures, and (c) two members representing employees nominated by the Trades Hall Council of Melbourne. The Secretary to the Commission acts as the Registrar of Apprenticeship. The Commission will operate in the main through trade and advisory committees, and industries suitable thereto will be proclaimed apprenticeship trades. The Commission will supervise the technical and educational progress of the apprentice from his indenture up to the issue of the final certificate of competency. Provision is made for the gazettal of a list of names of all apprentices who have obtained final certificates in the preceding twelve months. The payment of premiums in connexion with apprenticeship is prohibited.

The Workers' Compensation Act 1928, an Act to amend the Workers' Compensation Acts, was passed in December. Section 3 of the principal Act was amended by substituting for the words "remuneration exceeds three hundred and fifty pounds a year," the words "remuneration exceeds three hundred and sixty pounds a year" as interpretation of "worker." The compensation in case of death was increased from £600 to £680. Additional payment was provided in case of total incapacity where child under fourteen years of age dependent on injured worker. Other amendments provided for limits of compensation in cases of total or partial incapacity, and for payment of compensation moneys into and out of Courts of Petty Sessions in certain cases.

(iv.) *Queensland*.—In September, 1926, the Board of Trade and Arbitration, in its judicial jurisdiction, considered an application by the Australian Workers Union for a revision of the basic wage as declared at 85s. per week for males and 43s. per week for females by the Basic Wage Act of 1925. The wage was to remain in force for twelve months after its passing, and until the coming into force of any declaration of the Board in variance of its provisions after the expiration of such period of twelve months. After inquiry the Board came to the conclusion that no alteration should be made under the circumstances as then existing, but, in its judgment, provided that, should the cost of living substantially increase, then, subject to the capacity of industries to pay a higher wage, the Board would grant a commensurate increase in the basic wage. The Board proposed to review the basic wage again in 1927, and therefore heard a joint application by the Australian Workers Union and the Trades and Labour Council of Queensland for the revision of the basic wage. On the 7th March, 1927, the Board issued judgment. After investigating the capacity of industry to bear an increase, it was decided that no alteration would be made. Reference was made to the principle of child endowment which received the unqualified approval of the Board, but it was considered that any such scheme should apply to the whole of the Commonwealth.

The basic rates of wage for Queensland were not altered during the year 1928.

The Coal Mining Amendment Act of 1928 amends the Act of 1925. The principal amendments relate to extension of term of lease in certain cases, the appointment of certificated mine electricians, notice *re* discontinuance of operations, and taking out of pillars

(v.) *South Australia*.—The Board of Industry, appointed under the Industrial Code, 1920, which, amongst other matters, is charged with the fixation of the living wage, made a declaration on the 29th July, 1925, of 14s. 3d. per day as the living wage for adult males in the metropolitan area. This represented an increase of 7d. per day. The adult female living wage of 38s. per week, declared in October, 1924, was increased, on the 17th August, 1925, to 39s. 6d. The Board has not altered the basic wage, either for males or females, since 1925.

The following table shows the movement in the declared living wages for adult males and adult females since the appointment of the Board of Industry.

South Australia.—Determinations of Male and Female Living Wages, 1921 to 1926.

Males.			Females.		
Date.	Weekly Living Wage.	Area.	Date.	Weekly Living Wage.	Area.
	£ s. d.			£ s. d.	
15.7.21	3 19 6	Metropolitan Area	11.8.21	1 15 0	Metropolitan Area
11.4.22	3 17 6	"	22.10.24	1 18 0	"
19.10.23	3 18 6	"	17.8.25	1 19 6	"
30.4.24	4 2 0	"			
29.7.25	4 5 6	"			

(vi.) *Western Australia*.—During the year, 1928, the number of awards made was 19, and industrial agreements filed numbered 28. Ten industrial agreements were declared "common rule" by the Court of Arbitration and are thereby given the force of awards.

The *Industrial Arbitration Act 1912-25*, assented to on 31st December, 1925, provided that, before the 14th June in every year, the Court, of its own motion, should determine and declare a basic wage, operating from 1st July of each year, to be paid to male and female workers. On the 8th February, 1926, the Court commenced its investigations, and on 11th June delivered its first declaration, to operate from 1st July, 1926. The basic wage for adult males was declared at 85s. per week and for adult females at 45s. 11d. per week. The family unit in respect of which the adult male wage was declared was the married unskilled worker with a wife and two children dependent upon him.

In pursuance of the provisions of Part VII. of the above Act the Court of Arbitration, after hearing evidence from representatives of employers and employees, declared, on 7th June, 1927, the basic wage for male and female workers for the year, 1927-28, at £4 5s. and £2 5s. 11d. per week respectively.

The basic rates of wage were not altered by the judgment delivered in June, 1928, but on 5th June, 1929, in pursuance of the provisions of Part VII. of the *Industrial Arbitration Act 1912-25*, the Court of Arbitration declared the basic rate of wage for adult male workers at £4 7s. per week, and for adult female workers at £2 7s. per week. The new rates do not apply to the Eastern and Murchison Goldfields Districts, where the former rates of basic wage, viz.—£4 5s. per week for adult males and £2 5s. 11d. for adult females, remain in force. A further inquiry will be held to determine the basic rates at these places.

The Coal Mines Regulation Act Amendment Act, No. 44 of 1928, was assented to on 28th December, 1928. The main provisions of the amended Act relate to the appointment of inspectors of mines, classification, conditions of appointment, powers of inspectors, and cognate matters.

(vii.) *Tasmania*.—Nine awards were made by Wages Boards during the year, superseding existing awards. No alteration was made in the number of Boards now in operation.

Wages Boards Act 1928, No. 38, amended the Wages Boards Act of 1920. Section 6 of the principal Act is amended by expunging the definition of "casual worker" in that section, and substituting the following definition therefor:—"Casual worker means any person who is employed for any period not exceeding five days at any one time and whose employment is of a casual nature." A new section provides that "No person who is a legal practitioner shall be a representative on any Board other than a Board appointed in respect of persons employed in the calling of a legal practitioner." Section 23c provides that a Board may, in any determination made by it, determine that the wages and piecework rates fixed by such determination, or any of such rates, shall be automatically adjusted, at quarterly or such other periods as the Board in the determination prescribe, to accord as nearly as practicable and in such manner as it shall so prescribe with the variation from time to time of the cost of living as indicated by the retail price index numbers (food, groceries and housing—all houses) published by the Commonwealth Statistician with respect to the State or the area or place in the State, as the case may be, to which such rates apply: Provided, however, that the Board may, in its determination, fix the minimum variation in such index numbers upon which any such adjustment shall have effect. Where a Board determines that any such adjustment as aforesaid shall be made, it shall, in its determination, set out the index numbers published as aforesaid and applicable, at the time of the making of the determination, in respect of the State, or the area or place in the State, to which the rates fixed by the determination apply.

A new section empowers the Minister in certain events to make appointments to Boards, while Section 23 of the principal Act is amended by extending the powers of Boards. The amended Act provides for the registration of indentures of apprenticeship and for a reduction in the term of apprenticeship in the event of the apprentice being the holder of a technical Intermediate Certificate of the University of Tasmania.

(viii.) *Commonwealth Court.*—The number of awards made by the Commonwealth Court during 1928 was 40, and 30 industrial agreements were filed under the provisions of the Act. Lift employees in Victoria and employees in the furniture trades in Victoria, South Australia and Tasmania were brought under Commonwealth award for the first time. Some of the industries and occupations for which awards were made during the year are mentioned hereunder:—clothing trade employees, including tailors, dressmakers, milliners, &c.; flour mill employees; marine engineers; masters and officers in the merchant service; waterside workers; textile workers and knitters; tanners, saddlers and leather workers; confectioners (female); carpenters and joiners; liquor trade employees; glue and gelatine workers; insurance staffs and railway employees. The industrial agreements filed during the year related to the rates of pay and working conditions of employees in various industries and callings, amongst others being the following:—radio telegraphists; tramway officers; employees at artificial manure works; engine drivers in various industries; glass workers; carpenters, engineers, marine engineers and others.

The *Commonwealth Conciliation and Arbitration Act 1926*, assented to on 25th June, 1926, amended the *Commonwealth Conciliation and Arbitration Act 1904–21*, and provided for the reconstitution of the Commonwealth Court, the Full Court Bench to consist of the Chief Judge (formerly designated the President) and two other Judges. The Act also provided that the Chief Judge and the other Judges shall be appointed by the Governor-General in Council. On 2nd August, Judge Dethridge, of the County Court of Victoria, was sworn in as Chief Judge, with Mr. Justice Lukin, of the Supreme Court of Queensland, and Judge Beeby, of the District Court of New South Wales, as Judges. The Act gave power to the Attorney-General, on behalf of the Commonwealth, to intervene in the public interest in any proceeding before the Court in which the question of standard hours of work in any industry or of the basic wage is in dispute.

The *Commonwealth Conciliation and Arbitration Act, No. 18 of 1928*, amends the principal Act. Many important alterations are embodied in the amending Act. The Act was passed by both Houses and was assented to on 22nd June, 1928. Main objects of the Act:—(a) to prevent overlapping and conflicting awards, resulting from the separate and unco-ordinated operations of State and Federal Arbitration Tribunals; (b) the appointment of Conciliation Commissioners; (c) the imposition of penalties on organizations and individual members of employers' associations and trade unions in respect of lock-outs and strikes; (d) provision for declaration of a "legal" strike or lock-out; (e) expulsion of undesirable union officials; (f) provision for a secret ballot in connexion with any election or resolution; (g) the furnishing by organizations of a bond for observance of awards; (h) uniformity in relation to hours, holidays, &c.; (i) provision that the Court shall, before making any award or certifying

any agreement . . . take into consideration the probable economic effect of the agreement or award, in relation to the community in general, and the probable economic effect upon the industry or industries concerned ; (j) appointment of Conciliation Committees ; (k) appointment of inspectors for the purpose of securing the observance of the Act and of awards and orders made under the Act ; (l) provision that all books and documents produced in evidence before the Court may be inspected by the Court, and by such of the parties as the Court allows ; (m) provision for penalties for boycotts of persons, goods, or premises. The Act provided for a general revision of the existing Act, and was the subject of vigorous debate in Parliament during the early sessions of 1928.

The Arbitration (Public Service) Act; No. 1 of 1928, amends Section 6 of the principal Act of 1920 by inserting at the end of sub-section (2) the following proviso :—Provided that if the person who is appointed Public Service Arbitrator is, at the time of his appointment, more than 58 years of age, the term of his appointment shall be the period which will expire upon his attaining the age of sixty-five years.

(ix.) *Commonwealth Public Service Arbitrator.*—In 1928 six determinations were made by the Arbitrator. During the year six determinations came into force, two were repealed, whilst 42 were varied.

A number of important and interesting determinations and variations of determinations relating to salaries and conditions of service of Commonwealth Public servants were made by the Arbitrator during 1928. A most important determination was that relating to the salaries of officers of the Third Division of the Department of Trade and Customs. After an exhaustive inquiry and hearing the evidence of officers representative of each section of the work of the Department the Arbitrator determined the ranges of salary, not only according to States, but according to the various classes of work. In a number of instances ranges of salary were increased.

A memorial from various sections of the Service to the Arbitrator to determine district allowances in Western Australia was granted and a determination was made on 8th February, 1928. A scale of district allowances for married and single officers in outlying portions of the State was fixed. Determinations and variations thereof made during the year related to storemen and packers, Defence Department ; postmasters, postal clerks and telegraphists ; employees at Commonwealth Serum Laboratory ; public service artisans ; professional officers ; draughtsmen ; postal workers and others. The matters, in addition to salaries, dealt with by the Arbitrator during the year concerned increments ; Sunday duty ; travelling allowances to Ministerial messengers ; meal allowances ; hours of duty ; rate of pay for night duty ; recreation leave ; sick leave to temporary employees, &c.

(x.) *Industrial Peace Acts 1920.*—The Special Tribunals appointed under the provisions of these Commonwealth Acts made several awards in settlement of minor disputes at various collieries. There has been no general revision of wages and working conditions in the coal-mining industry recently.

(xi.) *Industrial Board—Territory for the Seat of Government.*—This tribunal, authorized by the *Industrial Board Ordinances 1922–26*, having power to fix rates of pay, hours, and other conditions of employment in respect of workmen engaged upon Commonwealth Works in the Territory, made an award on the 12th January, 1927, determining the rates of pay and conditions of labour to be observed in the Territory from the commencement of the first pay period following the 10th December, 1926. The award covered a wide range of occupations, including surface labourers, store employees, quarrymen, watchmen, fire brigade employees, engine-drivers, firemen, engineers, electricians, building employees, timber-mill employees, and others. Variations of the award were made during the year, and rates of pay, &c., for other workmen were determined.

Three Industrial Board Ordinances were gazetted during 1928. The first, gazetted on 7th February, relates to rates of pay for watchmen and cleaners, and amends the general conditions regarding travelling time and expenses to be allowed to various classes of tradesmen and labourers; the second, gazetted on 27th July, varied the rates of wage for omnibus drivers and conductors, drivers of non-passenger vehicles and motor cars; and conditions of employment, hours, &c., for such employees are set out in the Ordinance; the third, gazetted on 11th October, amended various sections of previous ordinances in regard to payment of wages, time records, notice of leaving and dismissal, &c. Provision was made in this Ordinance in connexion with the Building Trades and Builders' Labourers' Sections for "change rooms" to be provided, where necessary, on jobs for the storage and safe keeping of the clothes of the workmen employed.

§ 2. Changes in Rates of Wage.

I. **General.**—(i.) *History of Collection.*—The collection of information regarding changes in rates of wage throughout Australia dates from 1st January, 1913, and the statistical results of the first complete year (1913) were published in Labour Report No. 5. Annual figures for subsequent years have been given in Labour Reports Nos. 5 to 18, while details for the year 1928 are furnished herein.

(ii.) *Definition of Change in Rate.*—For the purposes herein a change in rate of wage has been taken to mean an alteration in the weekly rates of remuneration of employees, apart from any change in the nature of the work performed, or apart from any revision of rates due to increased length of service or experience. It is obvious that under this definition certain classes of change are excluded. Each single change recorded relates to a change in the rates of wage effected in a specific industry or calling, and includes all changes to workers in that industry, irrespective of the occupations or trades affected. A change may relate to the employees of a single employer, or to those of a number of employers, according to the instrument or method operating to bring about the change. In a few instances, separate arrangements, some of which may not have affected rates of wage, but all of which relate to a specific industry or craft, are grouped and taken as a single change. This course has been adopted to obviate the necessity for separately recording changes affecting a small number of workers.

(iii.) *Sources of Information.*—Information regarding changes in rate of wage is obtained through the following channels:—(a) The Commonwealth and State Industrial Registrars, and the Chief Inspector of Factories in each State; (b) Reports from Labour Agents and Correspondents; (c) Quarterly reports from Secretaries of Trade Unions; (d) Returns relating to industrial disputes which resulted in changes in rates of wage; (e) Reports in newspapers, labour and trade reviews, and other publications.

(iv.) *Collection of Data.*—On the occurrence of a change, forms prescribed under the *Census and Statistics Act 1905* are issued to employers' associations and trade unions affected. In certain cases forms are also issued to individual employers. The particulars asked for in these forms relate to (a) the occupations of the workers affected; (b) the number of workers in each occupation; (c) the rates of wage paid before and after the change; (d) the locality affected; and (e) the date on which the change took effect. Information is also required regarding employers and employers' associations concerned, and the method by which the change was effected.

On receipt of the completed forms at this Bureau, the particulars are checked and compared with each other and with copies of awards, determinations, and agreements. In all cases in which the information supplied is incomplete or otherwise unsatisfactory, further inquiries are made, and the figures are checked by reference to census results, industrial statistics, factory reports, etc.

(v.) *Tabulation of Returns.*—Net change in wage is computed for a full week's work for all persons ordinarily engaged in the specific industry or calling. In cases of changes in the minimum rates of wage payable under awards or determinations of industrial tribunals, it has generally been assumed (in the absence of any definite information to the contrary) that the whole of the workers in each designated occupation received an increase or decrease equal to the change in the minimum rate of wage. It should be noted, moreover, that there is overstatement as regards "persons affected," since in the quarterly adjustments of wages the same persons may figure on four occasions, in the event of the index numbers varying sufficiently to justify an increase or decrease in the rates of wage. The difficulty of eliminating this factor has, however, been found too great to justify the labour involved. A further complication is introduced by the overlapping of Commonwealth and State awards. On account of this overlapping of awards and determinations it is difficult to ascertain definitely the number of workpeople affected by the changes in rates of wage brought about by Commonwealth and State awards. In Victoria there are over 70 trades for which Wages Boards have issued determinations, such trades being wholly or partly covered by Commonwealth awards or agreements. Similar conditions prevail, to a greater or less extent, in other States. In many instances forms issued to officials of employers' associations and trade unions are returned with remarks to the effect that the desired particulars are not known so far as the number of workpeople affected are concerned. The tables contain particulars of all changes regarding which data can be ascertained by inquiry or by investigation of factory reports, trade union membership, census results, etc.

The computations (amount of change per week) do not relate to the actual change in earnings per week, but to the change in a single week on the assumption that the full number of persons ordinarily engaged in the particular trade or occupation affected by the change is employed during the whole of that week. The aggregate effect per annum cannot therefore be obtained without making due allowance for unemployment and for occupations in

which employment is seasonal or intermittent. Since unemployment and activity in all branches of industry vary from year to year, and in many branches from season to season, no accurate estimate of the actual effect of the changes in the total amount of wages received or paid per annum can be made until the determining factors have been investigated. These factors are (a) the amount of unemployment, and (b) the period of employment in seasonal industries.

2. **Effect of Changes in 1928.**—The following table shows the effect of increases and decreases in rates of wage in each State during the year 1928 :—

Changes in Rates of Wage—Effect in each State, 1928.

State.	Increases.		Decreases.		Total Result of all Changes.		
	Work-people Affected.	Increase per Week.	Work-people Affected.	Decrease per Week.	Work-people Affected.	Net Increase per Week.	Average Increase per Week.
New South Wales ..	172,344	£ 18,140	174,326	£ 11,462	346,670	£ 6,678	s. d. 0 5
Victoria ..	51,282	4,112	249,789	17,810	301,071	(a)13,698	(a)0 11
Queensland ..	11,974	1,074	2,724	166	14,700	908	1 3
South Australia ..	29,956	2,080	57,546	5,194	87,502	(a)3,995	(a)0 8
Western Australia ..	9,534	1,186	7,118	458	16,652	728	0 10
Tasmania ..	9,829	699	12,810	730	22,639	(a)31	..
N. Territory ..	170	45	..	..	170	43	5 1
Federal Territory ..	51	5	..	..	51	5	2 0
Commonwealth States ..	20,552	822	24,069	1,100	45,521	(a)278	(a)0 1
Total ..	305,694	28,170	529,282	36,910	834,976	(a)8,740	(a)0 3

(a) Decrease.

The changes in wages include those which have occurred through the operations of wage tribunals, or as the result of direct negotiations between employers and employees. Many workers in all States come under the jurisdiction of awards made by the Commonwealth Arbitration Court. The principle of quarterly adjustments adopted by that Court was mainly responsible for the variations in rates of wage during the year, and as the index numbers on which these quarterly and half-yearly adjustments were made varied slightly during the period, the increases in rates were offset to a greater extent by the decreases, the result being that the wages were not materially affected. The net effect of all changes was an average decrease of 3d. per week.

3. **Effect of Changes, Australia, 1924 to 1928.**—The following table gives separate particulars of the effect of increases and decreases in rates of wage in Australia during the years 1924 to 1928 :—

Changes in Rates of Wage—Number and Effect in Australia, 1924 to 1928.

Year.	Increases.		Decreases.		Total Result of all Changes.		
	Work-people Affected.	Increase per Week.	Work-people Affected.	Decrease per Week.	Work-people Affected.	Net Increase per Week.	Average Increase per Head per Week.
1924 ..	337,323	£ 85,616	509,832	£ 44,250	847,055	£ 41,366	s. d. 1 0
1925 ..	1,124,085	130,220	138,114	10,793	1,262,299	119,427	1 11
1926 ..	951,490	117,814	270,270	30,194	1,221,760	87,620	1 4
1927 ..	771,939	78,721	492,053	25,723	1,263,992	52,998	0 10
1928 ..	305,694	28,170	529,282	36,910	834,976	(a)8,740	(a)0 3

(a) Decrease.

4. **Changes in each State, 1924 to 1928.**—The following table gives particulars relating to changes in rates of wage recorded during the years specified. The net amount of increase per week, as tabulated, is subject to the qualifications mentioned in 1 (v.) *ante* :—

Changes in Rates of Wage—Effect of Changes, States, 1924 to 1928.

Particulars.	N.S.W.	Vic.	Q'tand.	S.A.	W.A.	Tas.	N.T.	F.C.T.	All States.	Aust.	
Persons Affected	1924	196,066	338,761	52,975	111,261	40,699	26,144	36	90	61,785	847,655
	1925	514,123	348,123	184,595	113,721	40,152	18,566	26	243	47,660	1,262,209
	1926	525,801	428,605	32,958	103,291	33,271	25,378	63	63	66,345	1,221,760
	1927	642,347	403,154	9,252	109,772	13,673	27,959	448	261	52,721	1,263,992
	1928	346,670	301,071	14,700	87,502	16,652	22,639	170	51	45,521	834,976
Net increase per week	£	£	£	£	£	£	£	£	£	£	
	1924	7,860	7,312	19,993	7,835	1,870	1,395	15	1	1,136	41,366
	1925	40,780	19,968	43,975	9,693	3,199	293	69	183	1,305	119,427
	1926	43,471	27,920	5,081	4,597	4,164	748	20	11	1,608	37,620
	1927	38,611	8,941	1,670	4,258	1,188	61,026	107	41	6192	62,998
1928	6,078	613,698	908	63,095	728	681	43	5	6278	68,740	
Average increase per head per week	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
	1924	0 10	0 6	5 3	1 5	0 11	1 0	8 7	0 8	0 8	1 0
	1925	1 7	1 2	4 9	1 8	1 7	0 4	66 11	10 11	0 7	1 11
	1926	1 8	1 4	3 1	0 11	2 2	0 7	7 7	3 6	0 6	1 4
	1927	1 8	0 5	2 4	0 9	1 8	60 0	4 9	3 2	30 1	0 10
1928	0 5	60 11	1 3	60 8	0 10	..	5 1	2 0	60 1	60 8	

a Changes recorded in this column are common to all States, as the particulars relating to the number of workpeople affected and the net amount of increase per week in each State were not ascertainable.
 b Decrease.

Note.—See sub-section v. on page 63.

The relative position of the States in point of the numbers of workers affected in each year depends, of course, mainly on differences in population and on the magnitude of the different industries and callings in which changes took place.

The large increase in 1925 was entirely due to changes in the basic wage which took place in the States of New South Wales, Queensland, and South Australia, the effect in each State being shown by the table.

In 1927 the basic rates of wages in New South Wales were increased for male and female workers, but no alterations were made to the existing basic rates fixed by State industrial tribunals in Queensland, South Australia, and Western Australia.

The basic rates of wage previously determined by the State tribunals in New South Wales, Queensland, South Australia, and Western Australia were not changed during the year, 1928.

5. **Changes in Industrial Groups, 1928.**—The following table shows the effect of changes in rates of wage during 1928 in each State, classified according to the industrial groups adopted. Particulars of changes in rates of wage in the industrial groups during 1913 and subsequent years to 1927 have been published in Labour Reports Nos. 5 to 18

Changes in Rates of Wage—Industrial Groups, 1926.

Particulars.	Industrial Group.														
	I. Wood, Furniture, etc.	II. Engi- neering, Metal Works, etc.	III. Food, Drink, Tobacco, etc.	IV. Clothing, Hats, Boots, etc.	V. Books, Printing, etc.	VI. Other Manu- facturing.	VII. Build- ing.	VIII. Blues, Quarries, etc.	IX. Rail and Tram Services.	X. Other Land Trans- port.	XI. Shipping, etc.	XII. Pastoral, etc.	XIII. Domestic, Hotels, etc.	XIV. Miscel- laneous ^a	All Groups.
New South Wales—															
Persons Affected	6,000	71,519	3,530	19,418	7,224	19,601	42,738	17,376	113,118	50	14,169	531		31,399	346,670
Increase per week	£ 600	1,052	137	1,560	602	56	155	6376	292	13	50	627		2,478	6,678
Victoria—															
Persons Affected		44,557	14,440	10,277	4,540	32,711	46,532	381	64,103	14,782	5,122	4,420		50,226	391,074
Increase per week		£ 62,678	6691	1,661	6186	61,794	83,803	29	63,926	6988	95	6256		61,161	613,698
Queensland—															
Persons Affected			44	5,867		1,502			4		147			7,136	14,700
Increase per week			£ 8	489		619			4		3			423	908
South Australia—															
Persons Affected	1,934	12,664	4,490	3,625	3,474	15,266	16,844	23	13,852	1,350	3,041			10,972	87,562
Increase per week	£ 608	6732	6110	285	103	6588	61,121	3	676	668	636			6687	63,096
Western Australia—															
Persons Affected	3,650	125	1,217			242	400	105	2,811		2,424		358	6,320	16,652
Increase per week	£ 6248	25	46			65	147	16	344		39		36	328	728
Tasmania—															
Persons Affected	1,620	2,182	610	1,738	649	795	1,244	1,650	5,508	1,200	640			5,265	22,639
Increase per week	£ 651	619	99	172	13	619	662	76	696	685	87			613	691
Northern Territory—															
Persons Affected											179				170
Increase per week											£ 43				43
Federal Capital Territory—															
Persons Affected														51	51
Increase per week														£ 6	6
All States (c)—															
Persons Affected											41,860			3,652	45,512
Increase per week											£ 6213			665	6274
Total Australia—															
Persons Affected	13,204	131,047	24,331	49,525	15,887	79,117	107,755	10,535	199,394	17,362	67,370	5,121	358	113,961	854,976
Increase per week	£ 253	62,352	6311	4,108	622	62,369	61,634	6252	63,468	61,128	663	6240	36	1,308	68,740

CHANGES IN RATES OF WAGE.

(a) Miscellaneous (Group XIV.) includes Commonwealth and State Public Servants, clerks, shop assistants, theatrical employees, and others. (b) Decrease.
(c) Changes recorded in these columns are common to all States, as the particulars relating to the number of workpeople affected and the net amount of decrease per week in each State were not ascertainable.

6. Changes in Industrial Groups, 1926 to 1928.—(i.) *All Employees*.—The following table shows the number of work-people affected, and the total increase in wages per week in industrial groups during the three years 1926-28 :—

Changes in Rates of Wage—Industrial Groups, Australia, 1926 to 1928.

Industrial Group.	1926.		1927.		1928.	
	Persons Affected.	Increase Per week	Persons Affected.	Increase per week.	Persons Affected.	Increase per week.
I. Wood, Furniture, Timber, etc...	60,422	1,009	30,217	557	13,204	253
II. Engineering, Metal Works, etc.	96,677	4,850	142,440	5,451	131,047	(a)2,352
III. Food, Drink, Tobacco, etc.	43,416	4,180	50,050	3,835	24,331	(a)511
IV. Clothing, Hats, Boots, etc.	95,659	5,334	164,207	4,468	49,523	4,108
V. Books, Printing, etc.	21,157	2,513	18,800	1,070	15,687	622
VI. Other Manufacturing	92,324	4,231	109,338	3,826	170,117	(a)2,369
VII. Building	192,012	14,818	98,307	3,194	107,755	(a)4,084
VIII. Mines, Quarries, etc.	57,650	8,123	30,440	1,348	19,535	(a)252
IX. Rail and Tram Services	283,101	20,227	242,994	4,821	199,394	(a)8,468
X. Other Land Transport	27,019	2,404	25,945	1,346	17,302	(a)1,128
XI. Shipping, etc.	90,085	2,416	72,802	(a)2,218	67,379	(a)603
XII. Pastoral, etc.	13,160	552	45,085	5,315	5,121	(a)240
XIII. Domestic, Hotels, etc.	1,066	369	20,101	3,083	368	36
XIV. Miscellaneous	204,412	19,004	208,136	14,002	113,961	1,308
All Groups	1,231,760	87,620	1,263,992	52,998	834,976	(a)8,740

(a) Decrease. Note.—see paragraph (v.), page 63.

During the year 1928 the combined effect of the variations in rates of wage, which include both increases and decreases, was a net decrease in all groups, with the exception of Groups I., Wood, etc.; IV., Clothing, etc., V., Books, Printing, etc.; XIII., Domestic, Hotels, etc.; and XIV., Miscellaneous.

(ii.) *Female Employees, 1928*.—The next table shows the number of female employees affected, classified according to the industrial groups in which the changes took place in each State during the year 1928.

Changes in Rates of Wage—Female Occupations in Industrial Groups, 1928.

Particulars.	Industrial Group.											All Groups.
	II. Engineers, Metal Works, etc.	III. Food, Drink, etc.	IV. Clothing, Hats, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	IX. Rail and Tram Services.	XI. Shipping	XII. Pastoral, etc.	XIII. Domestic, Hotels, etc.	XIV. Miscellaneous.		
New South Wales—												
Persons Affected	..	1,325	16,747	1,760	2,811	..	..	..	..	6,379	29,022
Increase per week	£	14	1,317	31	73	..	..	..	..	744	2,170
Victoria—												
Persons Affected	..	281	17,606	1,643	3,707	1,917	..	1,320	..	4,823	33,337	
Increase per week	£	a18	a95	a41	a91	a60	..	a53	..	173	1,926	
Queensland—												
Persons Affected	4,667	..	60	..	..	..	..	510	5,234	
Increase per week	£	..	338	..	7	..	..	..	..	30	371
South Australia—												
Persons Affected	514	3,322	828	540	133	..	..	2,085	7,422	
Increase per week	£	..	a7	259	12	a14	a4	..	..	a591	a345
Western Australia—												
Persons Affected	138	..	502	640	
Increase per week	£	14	..	19	33	
Tasmania—												
Persons Affected	50	1,174	..	..	..	..	..	95	1,319	
Increase per week	£	..	a1	98	..	..	..	..	..	6	103
Federal Capital Territory—												
Persons Affected	
Increase per week	£	
Common to all States—												
Persons Affected	160	..	..	2,583	2,743	
Increase per week	£	a4	..	..	a35	a39	
Australia—												
Persons Affected	..	281	4,437	43,516	4,231	7,118	2,050	160	1,320	138	16,486	
Increase per week	£	a18	a88	3,518	2	a25	a64	a4	a53	14	346	

(a) Decrease

7. Changes according to Sex of Employees, 1924 to 1928.—The next tables give particulars of changes in rates of wage for male and female workers separately for the years 1924 to 1928 :—

Changes in Rates of Wage—Male and Female Employees, 1924 to 1928.

Year.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	P.C.T.	All States. (a)	AUST.
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MALE EMPLOYEES AFFECTED.

1924 ..	181,779	295,591	38,271	95,743	37,185	24,100	35	30	76,994	749,728
1925 ..	429,300	322,075	162,971	98,337	36,651	17,848	26	243	40,854	1,108,305
1926 ..	478,633	369,093	26,430	91,190	33,401	23,539	53	63	67,767	1,080,169
1927 ..	520,752	333,820	7,416	95,663	15,408	24,726	448	206	46,331	1,044,770
1928 ..	317,648	267,734	9,446	80,080	16,012	21,320	170	51	42,778	755,239

NET INCREASE PER WEEK TO MALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£	£
1924 ..	6,947	2,600	11,869	7,010	1,457	1,086	15	1	356	31,341
1925 ..	37,480	18,448	41,893	8,748	2,767	293	69	133	1,213	110,966
1926 ..	40,658	24,641	4,781	4,019	3,562	673	20	11	1,411	79,776
1927 ..	25,315	8,048	849	4,102	1,080	6999	107	35	6137	39,000
1928 ..	4,499	615,024	537	62,750	695	6134	43	5	6239	612,368

AVERAGE INCREASE PER HEAD PER WEEK TO MALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1924 ..	0 9	0 2	6 2	1 6	0 9	0 11	8 7	0 8	0 1	0 10
1925 ..	1 9	1 2	5 2	1 10	1 6	0 4	66 11	10 11	0 7	2 0
1926 ..	1 8	1 4	3 7	0 11	2 2	0 7	7 7	3 6	0 6	1 6
1927 ..	1 0	0 6	2 3	0 10	1 5	60 10	4 10	3 5	60 1	0 9
1928 ..	0 3	61 1	1 2	60 8	0 10	60 2	5 1	2 0	60 1	60 4

FEMALE EMPLOYEES AFFECTED.

1924 ..	14,287	43,170	14,704	15,518	3,413	2,044	..	..	4,791	97,927
1925 ..	84,823	21,048	21,624	15,334	3,501	718	..	..	6,806	153,904
1926 ..	47,168	60,512	6,523	12,101	4,870	1,839	..	..	8,578	141,591
1927 ..	121,595	69,334	1,836	14,109	3,270	2,633	..	55	6,390	219,222
1928 ..	29,022	33,337	5,264	7,422	640	1,319	..	..	2,743	79,737

NET INCREASE PER WEEK TO FEMALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£	£
1924 ..	913	4,712	2,124	825	422	249	..	..	780	10,025
1925 ..	3,300	1,520	2,082	945	432	..	..	..	182	8,461
1926 ..	2,813	3,379	300	578	602	75	..	..	197	7,944
1927 ..	12,796	893	221	156	103	627	..	6	656	14,098
1928 ..	2,179	1,326	371	6345	33	103	..	..	639	3,628

AVERAGE INCREASE PER HEAD PER WEEK TO FEMALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1924 ..	1 3	2 2	2 11	1 1	2 6	2 5	..	..	3 3	2 1
1925 ..	0 9	1 5	1 11	1 3	2 6	..	..	..	0 6	1 1
1926 ..	0 1	1 1	0 11	0 11	2 6	0 10	..	..	0 6	1 1
1927 ..	2 1	0 3	2 4	0 2	0 8	60 2	..	2 2	60 2	1 3
1928 ..	1 6	0 9	1 5	60 11	1 0	1 7	..	..	60 3	0 11

(a) Changes recorded in this column are common to all States, as the particulars relating to number of workpeople affected and the net amount of increase per week in each State were not ascertainable.

(b) Decreases.

8. **Methods by which Changes were effected—Australia, 1924 to 1928.**
 —The following table gives the number and effect of all changes in rates of wage in Australia for the years 1924 to 1928:—

Changes in Rates of Wage—Methods by which Effected, Australia, 1924 to 1928.

Particulars.	By Direct Negotiation.	By Negotiation, Intervention or Assistance of Third Party.	By Award of Court under Commonwealth Act.	By Agreement Registered under Commonwealth Act.	By Award or Determination under State Act.	By Agreement Registered under State Act.	By Other Means.	TOTAL.
1924.								
Workpeople affected	1,939	65,653	521,469	34,401	205,615	18,578	..	847,655
Increase per week	654	14,627	414,036	251	31,668	9,104	..	41,366
1925.								
Workpeople affected	15,110	23,317	581,306	64,840	547,988	29,641	..	1,262,209
Increase per week	1,580	1,059	20,996	4,524	80,322	748	..	119,427
1926.								
Workpeople affected	44,289	40,136	893,344	69,555	140,468	16,000	17,968	1,221,760
Increase per week	3,460	5,084	41,588	6,785	27,976	2,521	1,196	87,620
1927.								
Workpeople affected	15,272	12,256	803,446	63,289	369,827	9,902	..	1,263,992
Increase per week	204	1,467	12,447	816	35,502	2,562	..	52,998
1928.								
Workpeople affected	12,721	25,756	693,814	60,600	38,409	3,649	27	834,976
Increase per week	287	2,996	12,280	1,436	843	1,214	10	28,740

a Decrease.

Changes recorded under the headings of awards and agreements made and filed under the Commonwealth Conciliation and Arbitration Act show the greatest number of persons during the last five years. Reference has already been made to the overstatement in these figures, due to the same persons being affected more than once during the year owing to quarterly adjustments. The reduced figures under the heading "By Award or Determination under State Act" during the past three years as compared with the year, 1925, are mainly due to the fact that basic rates of wage were not altered in certain States. So far as possible, the effect of awards or agreements is recorded in the figures for the year in which such awards or agreements are made and filed. In certain cases, however, the awards or agreements are made retrospective, while in others it is difficult to ascertain promptly particulars as to the number of workpeople affected and the effect of the change.

§ 3. Rates of Wage and Hours of Labour.

1. **General.**—The collection of data respecting the nominal rates of wage payable in different callings and in occupations in various industries carried on in each State was first undertaken by this Bureau in the early part of the year 1913. Owing to the difficulty of ascertaining reliable particulars of the numbers of apprentices, improvers and other juvenile workers to whom progressive rates of wage fixed or otherwise according to increasing age or experience are payable from year to year, the inquiry was confined to the rates of wage payable to adult workers only, and was further limited generally to those industries in operation within the metropolitan area of each State. In order to make the inquiry comprehensive, however, certain industries were included which obviously are not carried on in the capital cities, e.g., Mining, Shipping, Agricultural, and Pastoral. The particulars

acquired were obtained primarily from awards, determinations, and industrial agreements under Commonwealth and State Acts, and related to the minimum wage prescribed. In cases where no award, determination or agreement was in force, the ruling union or predominant rate of wage was ascertained from employers and secretaries of trade unions. For convenience of comparison weekly rates of wage were adopted, but in many instances the wages were based on daily or hourly rates, since in industries and occupations in which employment is casual or intermittent wages often are so fixed and paid. Hence the average weekly earnings in such occupations will probably fall considerably short of the computed weekly rates. The information thus obtained referred to the weekly rate of wage in upwards of 400 industries, and related to 1,569 male occupations or callings. These particulars furnished the necessary data for the computation of average rates of wage in various industrial groups,* and in each State and Australia. The average rate of wage thus computed represented the arithmetical average† of the rates of wage payable in all classified occupations. It is not claimed that results obtained by this method are precisely correct, but owing to the difficulty of obtaining satisfactory data as to the number of persons engaged in each of the occupations for which rates of wage had been obtained, no detailed system of weights could be applied. Though a great deal of information as to the number of persons engaged in different industries and occupations was available from the Census (1911) results, it was found impracticable to bring the classification of these results into line with the detailed classification of occupations in the various industries, as set out in the awards, determinations, etc. For final results for each State and for each industrial group throughout the States, however, a careful system of weighting 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 whole question of weighting was referred to in some detail in Report No. 1 (*Prices, Price Indexes and Cost of Living*) of the Labour and Industrial Branch of this Bureau. With the necessary verbal modifications, many

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

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

‡ The weights used in the computation of the average wage in male occupations were as follow:—

Current Rates of Wage for Adult Male Occupations.—Weights used for each Industrial Group.

Particulars.	I.	II.	III.	IV.	V.	VI.	VII.	VIII.	IX.	X.	XI.	XII.	XIII.	XIV.
N.S.W. ..	136	223	190	84	65	162	252	343	187	74	137	704	134	902
Victoria ..	118	185	160	95	58	141	180	157	136	54	65	455	95	734
Queensland ..	67	62	108	23	20	34	70	133	73	22	45	382	45	302
S. Australia ..	24	71	45	16	13	40	63	29	48	17	44	162	24	223
W. Australia ..	65	36	32	7	8	16	32	142	40	9	32	118	31	158
Tasmania ..	25	14	17	6	5	7	20	40	10	6	12	104	10	80
Australia ..	435	606	561	281	169	400	632	853	494	192	335	1,915	339	2,399

of the statements there made and the problems there considered in regard to the subject of prices, refer equally to the question of weighting in other investigations, such as the present.

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

Since the 30th April, 1914, the number of occupations included in comparative computations has been kept constant, but the particulars of wages given in the Appendix (Sections 4 and 5) to this Report include those for many additional occupations. In most instances these have been taken from awards or determinations made subsequent to the date specified by industrial tribunals, from agreements registered under Commonwealth or State Acts, or were obtained by direct inquiry.

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

2. **Adult Male Weekly Wages—States, 1914-28.**—The arithmetical average of the rates of wage given in the appendixes referred to furnishes the basis for the computation of relative weighted wages in different industrial groups and States. The following table gives particulars of the weighted average nominal weekly rates of wage payable to adult male workers, at the

* The weights used in the computation of the average wage in female occupations were as follow:—

Current Rates of Wage for Adult Female Occupations.—Weights used for each Industrial Group.

Particulars.	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I. II. V. VI. Other Manufactures Combined.	XIII. Domestic, Hotels, etc.	XIV. Miscellaneous, Shop Assistants, Clerks, etc.
New South Wales	23	223	44	104	124
Victoria	28	320	57	50	111
Queensland	5	30	8	47	40
South Australia	3	56	7	32	32
Western Australia	1	29	..	29	..
Tasmania	1	18	2	8	..
Australia	61	731	118	290	307

30th June, 1914, and at the end of the periods specified to the 31st December, 1928, for a full week's work, in each State and for Australia, together with index-numbers for each State at each specified interval, with the average for Australia for the year 1911 as base (= 1,000):—

Wages—Adult Males—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers, 30th June, 1914, to 31st December, 1928.

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	(a) Australia.
No. of Occupations included.	874	909	827	567	489	462	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 6	54 5	62 10	52 8	55 7
30th June, 1922	93 8	91 5	94 0	87 5	93 6	88 7	92 4
31st December, 1922	91 6	91 4	93 10	87 6	93 9	88 6	91 6
30th June, 1923	91 10	91 1	93 9	87 6	93 3	88 3	91 6
31st December, 1923	91 6	95 7	94 2	90 9	94 2	92 4	94 4
30th June, 1924	94 6	95 10	94 8	91 1	93 9	92 7	94 3
31st December, 1924	93 6	95 5	95 0	91 10	94 8	92 6	94 3
30th June, 1925	93 11	95 6	95 10	92 6	96 3	92 11	94 8
31st December, 1925	96 0	97 2	99 11	94 4	97 0	93 5	96 9
30th June, 1926	98 11	98 2	100 3	95 10	97 6	94 6	97 7
31st December, 1926	100 5	99 6	100 1	95 8	98 9	94 10	99 4
30th June, 1927	100 10	99 9	100 1	95 8	98 8	94 1	99 7
31st December, 1927	101 10	100 3	100 1	96 7	98 10	93 10	100 2
31st March, 1928	102 8	100 9	100 11	96 7	99 1	98 10	100 9
30th June, 1928	102 7	100 4	100 11	96 8	99 3	93 6	100 7
30th September, 1928	102 8	100 3	100 11	96 9	99 7	93 6	100 7
31st December, 1928	102 7	99 8	101 2	96 2	99 6	93 3	100 5

INDEX-NUMBERS.

30th June, 1914	1,081	1,059	1,030	1,060	1,225	1,028	1,079
31st December, 1914	1,096	1,065	1,042	1,062	1,226	1,028	1,085
30th June, 1922	1,828	1,784	1,835	1,706	1,824	1,728	1,801
31st December, 1922	1,785	1,788	1,830	1,708	1,829	1,726	1,785
30th June, 1923	1,791	1,778	1,829	1,708	1,820	1,723	1,785
31st December, 1923	1,844	1,865	1,837	1,770	1,838	1,802	1,840
30th June, 1924	1,835	1,870	1,847	1,778	1,829	1,807	1,840
31st December, 1924	1,824	1,862	1,868	1,791	1,847	1,805	1,839
30th June, 1925	1,832	1,864	1,870	1,804	1,877	1,812	1,846
31st December, 1925	1,873	1,897	1,950	1,841	1,893	1,823	1,837
30th June, 1926	1,891	1,916	1,956	1,870	1,902	1,843	1,904
31st December, 1926	1,959	1,941	1,932	1,867	1,927	1,851	1,938
30th June, 1927	1,967	1,947	1,953	1,867	1,924	1,830	1,942
31st December, 1927	1,988	1,957	1,953	1,885	1,928	1,832	1,955
31st March, 1928	2,004	1,966	1,970	1,885	1,934	1,831	1,966
30th June, 1928	2,002	1,958	1,969	1,887	1,930	1,823	1,963
30th September, 1928	2,003	1,950	1,969	1,888	1,942	1,825	1,963
31st December, 1928	2,001	1,944	1,974	1,877	1,941	1,820	1,959

(a) Weighted average.

The table shows that the average weekly wage for adult male workers, as indicated by index-numbers at the 30th June, 1914, in two States, viz., New South Wales and Western Australia, exceeded the weighted average wage for Australia. At the 31st December, 1928, the Australian average was exceeded by New South Wales and Queensland.

The upward tendency during 1927 continued to the first quarter of 1928 when the nominal rate of wage for Australia reached the highest point so far recorded, viz., 100s. 9d. During the remainder of the year there was a decline in four States and in Australia as a whole, whilst increases were recorded in Queensland and Western Australia. The decrease in the nominal rate of wage was greatest in Victoria.

3. **Adult Male Weekly Wages—Industrial Groups, 1914-28.**—The following table shows (a) the average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at 30th June, and 31st December, 1914, and at the periods specified for the years 1924 to 1928.

Wages—Adult Males—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers in each Industrial Group, 30th June, 1914, to 31st December, 1928.

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

Date.	INDUSTRIAL GROUP.																
	I. Wood, Furniture, etc.	II. Engineering, etc.	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	VII. Building.	VIII. Mining.	IX. Railways, etc.	X. Other Land Transport.	XI. Shipping, etc.(a)	XII. Agricultural, etc.(b)	XIII. Domestic, etc.(b)	XIV. Miscellaneous.	All Industrial Groups.(c)		
	RATES OF WAGE.																
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
30th June, 1914	59 2	57 2	55 2	52 10	63 9	53 8	65 4	64 11	59 8	51 1	48 7	49 5	47 0	53 10	55 3		
31st December, 1914	59 6	57 9	65 8	53 0	63 10	56 0	65 5	65 2	59 8	52 8	49 10	49 5	47 11	54 0	56 7		
30th June, 1924	99 9	97 9	94 0	94 2	107 4	95 3	104 3	103 11	96 5	90 0	98 11	85 11	85 9	92 6	94 3		
31st December, 1924	99 7	97 5	94 0	93 0	108 2	95 6	105 8	104 2	96 11	89 4	97 10	85 10	86 0	92 2	94 3		
30th June, 1925	99 7	97 9	94 8	92 7	107 9	96 3	106 8	104 11	98 4	90 2	99 2	85 11	86 6	92 4	94 8		
31st December, 1925	101 2	100 4	96 6	98 2	109 6	98 2	108 5	108 7	100 6	93 3	104 8	87 4	89 1	92 11	96 9		
30th June, 1926	101 9	101 3	97 2	94 10	110 6	99 3	109 8	108 11	101 10	93 5	105 1	88 9	89 9	94 5	97 7		
31st December, 1926	104 5	102 0	98 9	96 6	111 5	100 6	110 9	109 6	102 6	95 6	103 7	93 5	90 9	95 6	99 4		
30th June, 1927	104 0	101 8	98 7	97 7	113 9	100 1	111 3	109 5	101 11	95 5	102 5	94 4	91 0	95 8	99 7		
31st December, 1927	104 6	102 10	99 8	98 3	113 7	101 4	112 10	109 9	103 1	97 4	103 7	94 3	93 3	96 0	100 2		
31st March, 1928	104 11	102 11	99 10	99 4	114 1	101 7	113 2	110 0	103 9	97 4	104 8	95 10	93 3	96 4	100 9		
30th June, 1928	104 7	102 8	99 11	99 11	114 7	101 2	112 9	110 1	102 9	96 11	104 8	95 9	93 3	96 3	100 7		
30th September, 1928	104 7	102 8	99 11	99 9	114 2	101 2	112 10	110 1	102 11	96 11	104 5	95 9	93 3	96 2	100 7		
31st December, 1928	103 11	102 1	99 9	99 4	117 10	100 8	112 4	109 10	102 2	96 3	103 3	95 9	93 3	96 1	100 5		
	INDEX-NUMBERS.																
30th June, 1914	1,154	1,116	1,077	1,031	1,243	1,086	1,275	1,267	1,164	997	948	964	918	1,050	1,079		
31st December, 1914	1,161	1,127	1,085	1,034	1,246	1,093	1,276	1,272	1,165	1,026	972	965	935	1,054	1,086		
30th June, 1924	1,946	1,908	1,833	1,837	2,004	1,856	2,023	2,028	1,881	1,756	1,931	1,877	1,874	1,804	1,840		
31st December, 1924	1,943	1,901	1,835	1,816	2,113	1,803	2,068	2,033	1,892	1,744	1,908	1,876	1,876	1,798	1,839		
30th June, 1925	1,944	1,907	1,847	1,807	2,102	1,877	2,074	2,047	1,918	1,759	1,935	1,876	1,888	1,801	1,846		
31st December, 1925	1,973	1,957	1,883	1,817	2,137	1,915	2,115	2,119	1,962	1,820	2,043	1,704	1,738	1,833	1,867		
30th June, 1926	1,986	1,975	1,896	1,851	2,156	1,937	2,140	2,135	1,986	1,823	2,051	1,732	1,751	1,842	1,904		
31st December, 1926	2,027	1,991	1,926	1,883	2,173	1,961	2,160	2,137	2,001	1,863	2,020	1,823	1,772	1,863	1,933		
30th June, 1927	2,028	1,984	1,924	1,905	2,210	1,953	2,171	2,135	1,989	1,861	1,998	1,841	1,839	1,867	1,952		
31st December, 1927	2,039	2,006	1,944	1,917	2,216	1,977	2,202	2,143	2,012	1,906	2,021	1,839	1,820	1,872	1,955		
31st March, 1928	2,047	2,008	1,948	1,938	2,227	1,983	2,207	2,146	2,024	1,898	2,043	1,866	1,850	1,877	1,960		
30th June, 1928	2,040	2,003	1,950	1,949	2,235	1,973	2,200	2,148	2,005	1,892	2,034	1,869	1,820	1,877	1,963		
30th September, 1928	2,041	2,004	1,950	1,948	2,223	1,974	2,202	2,147	2,008	1,892	2,038	1,869	1,820	1,877	1,963		
31st December, 1928	2,028	1,993	1,947	1,939	2,239	1,984	2,191	2,143	1,994	1,878	2,014	1,869	1,820	1,874	1,959		

RATES OF WAGE AND HOURS OF LABOUR.

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

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

(c) Weighted average.

The rate of increase since June, 1914, in the weighted average weekly wage was greatest in Group XI. (Shipping), 112.5 per cent., followed in the order named by Groups XIII. (Domestic, etc.) 98.4 per cent., and XII (Agricultural, etc.), 93.9 per cent. The smallest increase occurred in Group VIII. (Mining), 69.2 per cent. Compared with the fourth quarter of 1927, increases occurred in six groups, while in seven groups, decreases were recorded. No change took place in Group XIII. (Domestic, etc.). The increase was greatest in Group V. (Books, Printing, etc.) 3.74 per cent., followed by Group XII. (Agricultural, etc.), 1.63 per cent., and Group IV. (Clothing, Boots, etc.), 1.14 per cent. The greatest decrease occurred in Group X. (Other Land Transport) and amounted to 1.16 per cent., followed by Group IX. (Railways, etc.) 0.90 per cent., and Group II. (Engineering, etc.), 0.65 per cent. The decrease in Group XI. (Shipping, etc.) only amounted to 0.35 per cent. The weighted average nominal rate of wage for All Groups increased from 100s. 2d. to 100s. 5d., or 0.20 per cent., during the twelve months under review.

4. Adult Female Weekly Wages—States, 1914 to 1928.—The index-numbers given in the preceding paragraphs for male adult workers were computed with the weighted average wage in 1911 as base (=1,000) in order that comparisons might more readily be made between these index-numbers and the retail prices index-numbers which are also computed to the year 1911 as base. In the case of females, however, it has not been possible to secure information for years prior to 1914, and the index-numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914, as base (= 1,000).

The following table shows the weighted average weekly rate of wage payable to adult female workers for a full week's work in each State and Australia at the 30th June, 1914, and at the intervals specified to the 31st December, 1928. The table also gives index-numbers for each State based on the average weekly wage at the end of each of the periods indicated, computed with the weighted average wage for all States at the 30th April, 1914, as base (= 1,000).

Wages—Adult Females—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers, 30th June, 1914, to 31st December, 1923.

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

Particulars.	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	Aus- tralia
No. of Occupations included.	35	37	37	47	24	28	308

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	26 9	27 4	27 0	24 1	37 4	25 10	27 2
31st December, 1914 .. .	26 10	27 9	27 1	24 1	37 4	25 10	27 5
30th June, 1924	49 3	50 2	51 3	48 9	56 3	50 7	50 0
31st December, 1924 .. .	49 1	49 7	50 10	46 6	56 11	50 3	49 7
30th June, 1925	49 0	49 9	50 8	47 5	57 2	50 1	49 8
31st December, 1925 .. .	49 8	50 8	51 9	48 10	57 6	50 2	50 7
30th June, 1926	50 2	51 6	52 7	49 8	57 6	50 9	51 3
31st December, 1926 .. .	50 8	51 11	52 10	50 0	58 0	51 8	51 8
30th June, 1927	51 1	52 2	53 20	50 4	58 6	52 0	52 1
31st December, 1927 .. .	53 0	52 7	53 5	49 11	58 3	52 7	52 10
31st March, 1928	53 6	53 3	54 7	50 9	58 10	53 5	53 7
30th June, 1928	53 8	53 6	54 10	51 2	58 10	53 8	53 9
30th September, 1928 .. .	53 8	53 5	54 9	51 2	58 10	53 5	53 8
31st December, 1928 .. .	53 7	53 9	54 10	50 11	58 10	53 4	53 10

INDEX-NUMBERS.

30th June, 1914	984	1,006	993	885	1,373	950	1,000
31st December, 1914 .. .	987	1,022	996	885	1,373	950	1,008
30th June, 1924	1,813	1,845	1,886	1,721	2,085	1,863	1,839
31st December, 1924 .. .	1,807	1,824	1,872	1,710	2,034	1,850	1,826
30th June, 1925	1,803	1,830	1,865	1,745	2,104	1,844	1,829
31st December, 1925 .. .	1,827	1,866	1,904	1,796	2,116	1,846	1,861
30th June, 1926	1,847	1,896	1,935	1,827	2,117	1,868	1,886
31st December, 1926 .. .	1,865	1,911	1,944	1,839	2,152	1,902	1,902
30th June, 1927	1,880	1,921	1,980	1,853	2,152	1,915	1,917
31st December, 1927 .. .	1,950	1,984	1,966	1,838	2,180	1,935	1,945
31st March, 1928	1,970	1,961	2,009	1,888	2,164	1,967	1,971
30th June, 1928	1,975	1,986	2,017	1,883	2,164	1,976	1,978
30th September, 1928 .. .	1,974	1,967	2,016	1,883	2,164	1,965	1,976
31st December, 1928 .. .	1,973	1,979	2,017	1,875	2,164	1,964	1,980

(a) Weighted Average.

The general upward movement in the average weekly wage for adult female workers as given for Australia was comparatively small until 1916, when the average wage increased rapidly, the increase in 1920 being the largest recorded. As in the case of male occupations, the increase in the wages for females in 1921 was much less than in 1920. Reductions were recorded in female wages during 1922, but the decrease over the whole of Australia was relatively much less than in the case of males. There was an increase in each State during 1923 with the exception of Western Australia where the wage remained stationary. The upward tendency was continued during 1924 and 1925 with increases in all States excepting Tasmania, while during 1926 further increases were recorded in all States, and similarly during 1927, with the exception of South Australia which showed a slight decrease. The upward trend continued during 1928, each State showing an increase as compared with the previous year. The weighted average nominal wage or Australia, 53s. 10d., is the highest recorded. The advance during the

whole period under review was 98.0 per cent. as compared with an increase of 81.6 per cent. for adult males during the same period. Practically the whole of this increase in the female wage has taken place since the beginning of 1916.

5. **Adult Female Weekly Wages—Industrial Groups, 1914-28.**—The following table shows the weighted average weekly rate of wage payable to adult female workers at the 30th June and 31st December, 1914, and at the periods specified for the years 1924 to 1928, in the industrial groups in which females are mainly employed, and in all groups combined. Taking the average wage for all groups at the 30th April, 1914, as base (= 1,000), index-numbers are given, computed on the average rate of wage ruling at the end of each period.

Wages—Adult Females—Weighted Average Nominal Weekly Rate payable for a Full Week's Work, and Wage Index-Numbers in each Industrial Group, 30th June, 1914, to 31st December, 1928.

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

Date.	INDUSTRIAL GROUP.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I, II, V, and VI. All Other Manu- facturing.	XIII. Domestic, Hotels, etc.	XIV. Miscel- laneous.	All Groups.

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914	22 6	24 0	26 11	31 1	30 2	27 2
31st December, 1914	23 6	24 11	27 0	30 2	31 4	27 5
30th June, 1924	44 11	50 1	49 5	49 0	61 3	50 0
31st December, 1924	45 2	49 7	49 6	49 7	50 7	49 7
30th June, 1925	45 2	49 0	49 5	49 10	61 2	49 8
31st December, 1925	45 8	50 1	51 2	51 0	62 0	50 7
30th June, 1926	47 0	51 3	51 10	51 1	62 0	51 3
31st December, 1926	47 8	51 7	52 10	52 0	62 0	51 8
30th June, 1927	47 6	52 3	52 8	52 4	62 3	52 1
31st December, 1927	48 0	52 7	53 2	54 6	62 8	52 10
31st March, 1928	48 9	53 11	53 8	54 5	62 8	53 7
30th June, 1928	48 11	54 3	53 7	54 5	62 10	53 9
30th September, 1928	49 0	54 3	53 5	54 5	62 10	53 8
31st December, 1928	49 3	54 2	53 1	55 1	62 10	53 10

INDEX-NUMBERS.

30th June, 1914	228	911	901	1,144	1,110	1,000
31st December, 1914	262	917	994	1,110	1,153	1,008
30th June, 1924	1,654	1,845	1,817	1,823	1,885	1,639
31st December, 1924	1,661	1,826	1,821	1,824	1,862	1,626
30th June, 1925	1,662	1,821	1,817	1,834	1,882	1,629
31st December, 1925	1,632	1,844	1,884	1,877	1,914	1,661
30th June, 1926	1,729	1,886	1,908	1,881	1,914	1,686
31st December, 1926	1,754	1,900	1,943	1,912	1,914	1,692
30th June, 1927	1,747	1,922	1,938	1,927	1,922	1,677
31st December, 1927	1,793	1,936	1,958	2,001	1,947	1,645
31st March, 1928	1,793	1,986	1,975	2,003	1,937	1,671
30th June, 1928	1,800	1,997	1,972	2,008	1,946	1,678
30th September, 1928	1,803	1,995	1,965	2,003	1,946	1,676
31st December, 1928	1,813	1,993	1,954	2,029	1,946	1,680

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

The greatest increase since June, 1914, occurred in Group III. (Food, Drink, etc), 119.0 per cent., followed in the order named by Groups IV. (Clothing, Boots, etc.), 118.8 per cent.; I, II, V., and VI. (All Other Manufacturing), 97.2 per cent.; XIII. (Domestic, Hotels, etc.), 77.4 per cent.; and XIV. (Miscellaneous), 75.3 per cent. The increase for all groups combined over the period has been 98.0 per cent.

Compared with the December quarter, 1927, the weighted average wage in each industrial group increased, with the exception of the All Other Manufacturing Group, in which the rate slightly declined. The increase in Group IV. amounted to 2.9 per cent. followed by Group XIII., 1.4 per cent. Group III., 1.1 per cent., and Group XIV., 0.5 per cent. The weighted average for all groups increased by 1.80 per cent.

6. Hours of Labour and Hourly Rates of Wage, 31st December, 1928.--

(i.) *General.* The rates of wage referred to in the preceding paragraphs are the minimum payable for a full week's work. The number of hours constituting a full week's work differs, however, in many instances, between various trades and occupations in each State, and between the same trades and occupations in the several States. To secure what may be for some purposes a better comparison, the results in the preceding paragraphs are herein reduced to a common basis, viz., the rate of wage per hour in industrial groups in each State and in all States. In the Appendix (Sections 4 and 5) details are given of the number of hours worked per week in the various industries. The following tables give the average number of hours per week for each State in industrial groups.

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

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

(ii.) *Adult Males.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at the 31st December, 1928 :—

Weekly and Hourly Rates of Wage—Adult Males—Weighted Average Rates of Wage Payable, and Weekly Hours of Labour, 31st December, 1928.

Industrial Groups.	Particulars. ^a	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Aus- tralia
I. Wood, Furniture, &c. . . .	Weekly Wage	107/7	102/10	102/8	101/10	103/3	98/8	103/11
	Working Hours	44.06	46.80	44.03	45.51	44.00	45.60	44.83
	Hourly Wage	2/6½	2/2½	2/4	2/2½	2/4	2/2	2/3½
II. Engineering, Metal Works, &c. . . .	Weekly Wage	104/-	101/4	90/6	100/5	103/7	99/8	102/1
	Working Hours	44.11	46.82	44.00	46.70	44.90	46.10	45.86
	Hourly Wage	2/4½	2/2	2/3½	2/1½	2/3½	2/2	2/3
III. Food, Drink, &c. . . .	Weekly Wage	101/1	99/3	99/3	99/2	98/11	95/10	99/9
	Working Hours	44.34	46.00	44.00	46.80	43.80	47.91	45.42
	Hourly Wage	2/3½	2/1½	2/3	2/1½	2/2	2/-	2/2½
IV. Clothing, Boots, &c. . . .	Weekly Wage	97/3	90/8	103/1	103/1	105/4	92/11	99/4
	Working Hours	44.00	46.17	44.00	44.00	44.00	46.29	44.64
	Hourly Wage	2/2½	2/2½	2/4	2/4	2/4	2/2	2/2½
V. Books, Printing, &c. . . .	Weekly Wage	122/5	114/1	112/4	114/1	131/5	111/4	117/10
	Working Hours	43.88	43.78	44.00	43.56	42.52	43.35	43.50
	Hourly Wage	2/9½	2/7½	2/6½	2/7½	2/5½	3/1	2/8½
VI. Other Manufacturing	Weekly Wage	102/11	98/4	98/9	101/11	101/1	97/1	100/8
	Working Hours	45.33	47.20	44.75	47.25	46.88	47.04	46.20
	Hourly Wage	2/3½	2/1	2/2½	2/2	2/2½	2/0½	2/2½
VII. Building	Weekly Wage	114/3	111/10	114/9	109/-	107/7	102/4	112/4
	Working Hours	43.60	44.00	44.00	44.00	44.13	44.15	43.88
	Hourly Wage	2/7½	2/6½	2/7½	2/5½	2/5½	2/3½	2/7
VIII. Mining ^b	Weekly Wage	111/10	109/8	117/5	(c)	108/9	99/8	109/10
	Working Hours	42.05	45.12	43.47	..	43.65	45.42	43.00
	Hourly Wage	2/7½	2/5½	2/8½	..	2/6	2/2½	2/6½
IX. Rail and Tram Services	Weekly Wage	102/11	103/5	102/4	100/-	99/1	93/4	102/2
	Working Hours	44.00	47.49	44.00	48.00	44.10	48.00	46.44
	Hourly Wage	2/4	2/2½	2/4	2/1	2/3	1/11½	2/3
X. Other Land Transport. . . .	Weekly Wage	99/3	93/2	97/1	91/9	97/11	94/2	96/3
	Working Hours	44.00	47.73	44.00	48.00	46.50	48.00	45.74
	Hourly Wage	2/3	1/11½	2/2½	1/11	2/1½	1/11½	2/1½
XI. Shipping, &c. . . .	Weekly Wage	102/2	104/1	101/8	107/-	103/3	103/1	103/3
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, &c. . . .	Weekly Wage	103/9	91/-	98/-	90/6	91/1	90/-	95/9
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, &c. . . .	Weekly Wage	94/11	95/6	89/7	92/4	93/2	70/2	93/3
	Working Hours	44.00	48.33	44.00	48.00	48.00	48.00	48.00
	Hourly Wage	2/2	1/11½	2/0½	1/11	1/11½	1/5½	2/0½
XIV. Miscellaneous	Weekly Wage	96/8	97/11	96/3	92/6	92/5	87/11	96/1
	Working Hours	44.77	47.63	44.00	47.78	47.35	48.56	46.12
	Hourly Wage	2/2	2/0½	2/2½	1/11½	1/11½	1/9½	2/1
All Groups	Weekly Wage	102/7	99/8	101/2	96/2	99/6	93/3	100/5
All Groups excepting XI. and XII. . . .	Weekly Wage	103/-	101/4	102/4	97/1	101/-	94/2	101/6
	Working Hours	44.17	46.70	43.96	46.67	45.30	46.85	45.27
	Hourly Wage	2/4	2/2	2/4	2/1	2/2½	2/-	2/3

^a Particulars relate to the average weighted weekly wage, working hours, and hourly wage, respectively
^b Average rates of wage and hours prevailing at the principal mining centres in each State. ^c Average rates of wage are for occupations other than Masters, Officers, and Engineers in the Merchant Marine Service, and include value of victualling and accommodation, where provided, at 89s. 11d. per month.
^d Including the estimated value of board and lodging where supplied. ^e Mining industry dormant owing to price of industrial metals. Very few workpeople employed regularly in metalliferous mining.

(iii.) *Adult Females.*—The following table shows the weighted average nominal weekly and hourly rates of wage payable to adult female workers, and weekly hours of labour at the 31st December, 1928:—

Weekly and Hourly Rates of Wage—Adult Females—Weighted Average Rates of Wage payable, and Weekly Hours of Labour, 31st December, 1928.

Industrial Groups.	Particulars. ^a	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia.
III. Food, Drink, &c.	Weekly Wage	40/2	50/0	44/5	44/11	45/-	40/0	49/3
	Working Hours	44.80	47.32	44.00	48.00	44.00	48.00	46.09
	Hourly Wage	1/1½	1/0½	1/-	-/11½	1/0½	1/0½	1/0½
IV. Clothing, Boots, &c.	Weekly Wage	54/8	53/2	55/8	55/11	54/7	52/4	54/2
	Working Hours	44.00	44.80	44.00	44.00	44.00	45.33	44.91
	Hourly Wage	1/3	1/2½	1/3½	1/3½	1/3	1/1½	1/2½
C, II, V, & VI. All other Manufacturing	Weekly Wage	53/-	54/-	48/0	51/-	..	53/0	53/1
	Working Hours	44.19	45.73	44.14	46.17	..	44.00	45.04
	Hourly Wage	1/2½	1/2½	1/1½	1/3½	..	1/2½	1/2½
XIII. Domestic, Hotels, &c.	Weekly Wage ^b	53/0	57/2	52/3	49/3	63/5	56/1	55/1
	Working Hours	43.38	46.15	44.00	48.00	47.20	48.00	45.10
	Hourly Wage	1/2½	1/2½	1/2½	1/0½	1/4	1/2	1/2½
XIV. Shop Assistants, Clerks, &c.	Weekly Wage	52/8	53/8	58/6	44/-	..	..	52/10
	Working Hours	44.00	45.76	44.00	48.00	..	..	45.05
	Hourly Wage	1/2½	1/2	1/4	-/11	..	..	1/2
All Groups	Weekly Wage	54/7	53/9	54/10	50/11	58/10	53/4	53/10
	Working Hours	43.93	45.40	44.01	46.03	45.57	46.07	44.79
	Hourly Wage	1/2½	1/2½	1/3	1/1½	1/3½	1/2	1/2½

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

7. **Hours of Labour and Hourly Rates of Wage, 1914 to 1928.**—The following table shows for male and female occupations separately at 30th April, 1914, and at the end of December, 1920, to 1928 (a) the weighted average weekly wage, (b) the weighted average number of working hours constituting a full week's work, and (c) the weighted average hourly wage. The weighted average weekly wage relates to all industrial classes combined, and includes the value of board and lodging where supplied (in land occupations), and the value of victualling (in marine occupations), whereas the number of working hours and the hourly wage relate to all industrial classes other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Many of the occupations included in the two groups last-mentioned are of a casual or seasonal nature, and the hours of labour are not generally regulated either by awards or determinations of industrial tribunals or otherwise, hence the necessary data for the computation of the average number of working hours are not available.

Weekly and Hourly Rates of Wage—Adult Workers—Weighted Average Rates of Wage payable and Weekly Hours of Labour, 30th April, 1914, and at the end of the years 1920 to 1928.

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS.								
30th April, 1914.	Weekly Wage <i>a</i> ..	s. d. 55 9	s. d. 54 8	s. d. 52 8	s. d. 54 4	s. d. 62 2	s. d. 52 6	s. d. 55 1
	Working Hours <i>b</i> ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
	Hourly Wage <i>b</i> ..	1/2	1 1/4	1 1/4	1 1/4	1 1/4	1 1/4	1 1/2
31st Dec., 1920.	Weekly Wage <i>a</i> ..	s. d. 94 0	s. d. 88 1	s. d. 91 6	s. d. 82 8	s. d. 89 9	s. d. 85 9	s. d. 89 10
	Working Hours <i>b</i> ..	47.51	47.19	45.63	47.29	46.53	47.33	47.07
	Hourly Wage <i>b</i> ..	2/-	1/10	2/0	1/8	1/11	1/10	1/11
31st Dec., 1921.	Weekly Wage <i>a</i> ..	s. d. 95 10	s. d. 93 7	s. d. 96 8	s. d. 89 5	s. d. 95 0	s. d. 91 8	s. d. 94 6
	Working Hours <i>b</i> ..	45.66	46.95	45.52	47.07	46.24	46.84	46.22
	Hourly Wage <i>b</i> ..	2 1/4	2/0	2/2	1/10	2/1	1/11	2/0
31st Dec., 1922.	Weekly Wage <i>a</i> ..	s. d. 91 6	s. d. 91 4	s. d. 93 10	s. d. 87 6	s. d. 93 9	s. d. 88 5	s. d. 91 6
	Working Hours <i>b</i> ..	46.05	46.99	46.51	47.00	46.41	46.93	46.38
	Hourly Wage <i>b</i> ..	2/0	1/11	2/1	1/10	2/0	1/10	2/-
31st Dec., 1923.	Weekly Wage <i>a</i> ..	s. d. 94 6	s. d. 95 7	s. d. 94 2	s. d. 90 9	s. d. 94 2	s. d. 92 4	s. d. 94 4
	Working Hours <i>b</i> ..	46.73	47.06	45.51	47.00	46.66	47.27	46.70
	Hourly Wage <i>b</i> ..	2/0	2/1	2/1	1/11	2/0	1/11	2/0
31st Dec., 1924.	Weekly Wage <i>a</i> ..	s. d. 93 6	s. d. 95 5	s. d. 95 9	s. d. 91 10	s. d. 94 8	s. d. 92 6	s. d. 94 3
	Working Hours <i>b</i> ..	46.75	46.99	45.40	46.98	46.52	47.29	46.66
	Hourly Wage <i>b</i> ..	2/0	2/1	2/1	1/11	2/0	1/11	2/0
31st Dec., 1925.	Weekly Wage <i>a</i> ..	s. d. 96 0	s. d. 97 2	s. d. 99 11	s. d. 94 4	s. d. 97 0	s. d. 93 6	s. d. 96 9
	Working Hours <i>b</i> ..	46.76	46.98	43.88	46.97	46.20	47.25	46.44
	Hourly Wage <i>b</i> ..	2 1/4	2/1	2/3	2/0	2/1	2/-	2/0
31st Dec., 1926.	Weekly Wage <i>a</i> ..	s. d. 100 5	s. d. 99 6	s. d. 100 1	s. d. 95 8	s. d. 98 9	s. d. 94 10	s. d. 99 4
	Working Hours <i>b</i> ..	44.55	46.94	43.95	46.95	45.80	47.27	45.57
	Hourly Wage <i>b</i> ..	2/3	2/2	2/4	2/0	2/2	2/0	2/2
31st Dec., 1927.	Weekly Wage <i>a</i> ..	s. d. 101 10	s. d. 100 3	s. d. 100 1	s. d. 96 7	s. d. 98 10	s. d. 93 10	s. d. 100 2
	Working Hours <i>b</i> ..	44.44	46.82	43.96	46.78	45.75	47.16	45.40
	Hourly Wage <i>b</i> ..	2 3/4	2/2	2/4	2/1	2/2	2/0	2/2
31st Dec., 1928.	Weekly Wage <i>a</i> ..	s. d. 102 7	s. d. 99 8	s. d. 101 2	s. d. 96 2	s. d. 99 6	s. d. 93 8	s. d. 100 5
	Working Hours <i>b</i> ..	44.17	46.70	43.96	46.67	45.30	46.85	45.27
	Hourly Wage <i>b</i> ..	2/4	2/2	2/4	2/1	2/2	2/-	2/3

FEMALE WORKERS.

30th April, 1914.	Weekly Wage ..	s. d. 20 9	s. d. 27 4	s. d. 20 11	s. d. 24 1	s. d. 37 4	s. d. 25 10	s. d. 27 2
	Working Hours ..	49.34	48.54	49.32	49.33	48.99	50.76	49.08
	Hourly Wage ..	-/0	-/0	-/0	-/3	-/9	-/6	-/8
31st Dec., 1920.	Weekly Wage ..	s. d. 46 0	s. d. 43 1	s. d. 44 11	s. d. 40 7	s. d. 52 11	s. d. 41 10	s. d. 44 6
	Working Hours ..	46.83	46.23	46.09	46.51	46.20	47.86	46.47
	Hourly Wage ..	-/11	-/11	-/11	-/10	1/12	-/10	-/11
31st Dec., 1921.	Weekly Wage ..	s. d. 49 0	s. d. 47 10	s. d. 50 3	s. d. 45 2	s. d. 56 4	s. d. 47 6	s. d. 48 8
	Working Hours ..	45.06	46.04	45.66	46.10	45.97	47.86	45.09
	Hourly Wage ..	1/1	1/0	1/1	-/11	1/2	1/-	1/0
31st Dec., 1922.	Weekly Wage ..	s. d. 47 8	s. d. 48 0	s. d. 48 2	s. d. 44 0	s. d. 56 4	s. d. 47 7	s. d. 47 11
	Working Hours ..	45.33	46.14	45.60	46.10	45.97	47.86	45.82
	Hourly Wage ..	1/0	1/0	1/0	-/11	1/2	1/-	1/0
31st Dec., 1923.	Weekly Wage ..	s. d. 49 3	s. d. 48 5	s. d. 50 5	s. d. 46 4	s. d. 56 4	s. d. 48 6	s. d. 49 6
	Working Hours ..	45.31	46.13	45.60	46.10	45.97	47.86	45.98
	Hourly Wage ..	1/1	1/0	1/1	1/-	1/2	1/0	1/1
31st Dec., 1924.	Weekly Wage ..	s. d. 49 1	s. d. 49 7	s. d. 50 10	s. d. 46 8	s. d. 56 11	s. d. 50 3	s. d. 49 7
	Working Hours ..	45.98	46 08	45.60	46 10	45 97	47.86	46 02
	Hourly Wage ..	1/0	1/1	1/1	1/-	1/2	1/0	1/1
31st Dec., 1925.	Weekly Wage ..	s. d. 40 8	s. d. 50 8	s. d. 51 9	s. d. 48 10	s. d. 57 6	s. d. 50 2	s. d. 50 7
	Working Hours ..	46.17	45.83	44.00	46.10	45.57	47.86	45.78
	Hourly Wage ..	1/1	1/1	1/2	1/0	1/3	1/0	1/1
31st Dec., 1926.	Hourly Wage ..	s. d. 50 8	s. d. 51 11	s. d. 52 10	s. d. 50 0	s. d. 58 6	s. d. 51 8	s. d. 51 8
	Working Hours ..	44.02	45.60	44.01	46.10	45.57	47.86	44.94
	Hourly Wage ..	1/1	1/1	1/2	1/1	1/3	1/1	1/1
31st Dec., 1927.	Weekly Wage ..	s. d. 53 0	s. d. 52 7	s. d. 53 5	s. d. 49 11	s. d. 58 8	s. d. 52 7	s. d. 52 10
	Working Hours ..	44.02	45.58	44.01	46.10	45.57	47.86	44.94
	Hourly Wage ..	1/2	1/1	1/2	1/1	1/3	1/1	1/2
31st Dec., 1928.	Weekly Wage ..	s. d. 53 7	s. d. 53 9	s. d. 54 10	s. d. 50 11	s. d. 58 10	s. d. 53 4	s. d. 53 10
	Working Hours ..	43.93	45.40	44.01	46.03	45.57	46.07	44.79
	Hourly Wage ..	1/2	1/2	1/3	1/1	1/3	1/2	1/2

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

There was a diminution in each of the States during the period 1914 to 1921 in the number of working hours constituting a full week's work for male and female occupations, but during 1922 and 1923 certain increases in hours of labour were recorded, principally in New South Wales. The tendency in a majority of the States during the years 1924 to 1928 has been towards a slight reduction in hours of labour, particularly in Queensland, where a 44-hour week became operative on 1st July, 1925, and in New South Wales, where a 44-hour week became operative on 4th January, 1926. The effect of these changes on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers given in the following table. In each instance (male and female occupations separately) the basis taken is the weighted average for Australia at the 30th April, 1914 (= 1,000).

Index-Numbers for Weekly and Hourly Weighted Average Wages, 30th April, 1914, and 31st December, 1920 to 1928.

NOTE.—Weighted Average for Australia at 30th April, 1914, as base (= 1,000).

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aust.
MALE WORKERS								
30th April, 1914	Weekly Wage	1,011	984	955	966	1,129	952	1,000
	Hourly Wage <i>a</i>	998	980	903	991	1,170	933	1,000
31st Dec., 1920	Weekly Wage	1,706	1,561	1,659	1,600	1,623	1,556	1,629
	Hourly Wage <i>a</i>	1,735	1,570	1,753	1,492	1,686	1,567	1,655
31st Dec., 1921	Weekly Wage	1,738	1,697	1,753	1,623	1,723	1,663	1,715
	Hourly Wage <i>a</i>	1,817	1,741	1,865	1,637	1,796	1,675	1,779
31st Dec., 1922	Weekly Wage	1,660	1,657	1,702	1,588	1,701	1,605	1,660
	Hourly Wage <i>a</i>	1,735	1,709	1,803	1,621	1,766	1,628	1,726
31st Dec., 1923	Weekly Wage	1,714	1,734	1,708	1,644	1,709	1,675	1,711
	Hourly Wage <i>a</i>	1,775	1,790	1,808	1,676	1,754	1,696	1,771
31st Dec., 1924	Weekly Wage	1,696	1,731	1,737	1,665	1,717	1,679	1,710
	Hourly Wage <i>a</i>	1,761	1,790	1,838	1,700	1,771	1,700	1,774
31st Dec., 1925	Weekly Wage	1,741	1,763	1,813	1,712	1,760	1,695	1,765
	Hourly Wage <i>a</i>	1,805	1,823	1,983	1,761	1,827	1,723	1,829
31st Dec., 1926	Weekly Wage	1,821	1,805	1,815	1,735	1,791	1,721	1,802
	Hourly Wage <i>a</i>	1,944	1,864	1,997	1,776	1,978	1,746	1,900
31st Dec., 1927	Weekly Wage	1,843	1,819	1,816	1,753	1,792	1,703	1,817
	Hourly Wage <i>a</i>	1,980	1,880	1,983	1,800	1,882	1,731	1,920
31st Dec., 1928	Weekly Wage	1,860	1,808	1,835	1,745	1,805	1,692	1,821
	Hourly Wage <i>a</i>	2,004	1,867	2,001	1,788	1,916	1,728	1,928
FEMALE WORKERS.								
30th April, 1914	Weekly Wage	984	1,006	980	885	1,373	950	1,000
	Hourly Wage	980	1,021	976	891	1,386	920	1,000
31st Dec., 1920	Weekly Wage	1,695	1,586	1,652	1,495	1,947	1,540	1,637
	Hourly Wage	1,777	1,685	1,761	1,578	2,069	1,580	1,730
31st Dec., 1921	Weekly Wage	1,803	1,761	1,849	1,661	2,074	1,749	1,790
	Hourly Wage	1,965	1,878	1,989	1,770	2,215	1,794	1,923
31st Dec., 1922	Weekly Wage	1,754	1,767	1,771	1,620	2,075	1,751	1,783
	Hourly Wage	1,809	1,881	1,908	1,726	2,215	1,797	1,889
31st Dec., 1923	Weekly Wage	1,812	1,819	1,855	1,704	2,076	1,785	1,821
	Hourly Wage	1,943	1,937	1,997	1,815	2,215	1,831	1,944
31st Dec., 1924	Weekly Wage	1,507	1,824	1,872	1,710	2,094	1,850	1,826
	Hourly Wage	1,929	1,943	2,017	1,821	2,236	1,898	1,949
31st Dec., 1925	Weekly Wage	1,827	1,866	1,904	1,796	2,116	1,845	1,861
	Hourly Wage	1,944	2,000	2,125	1,913	2,280	1,893	1,995
31st Dec., 1926	Weekly Wage	1,845	1,911	1,944	1,839	2,152	1,902	1,902
	Hourly Wage	2,080	2,059	2,169	1,959	2,319	1,952	2,078
31st Dec., 1927	Weekly Wage	1,950	1,984	1,960	1,833	2,160	1,835	1,945
	Hourly Wage	2,175	2,084	2,193	1,958	2,327	1,985	2,125
31st Dec., 1928	Weekly Wage	1,973	1,970	2,017	1,875	2,164	1,964	1,980
	Hourly Wage	2,205	2,140	2,250	2,003	2,333	1,992	2,172

(a) See footnotes on previous page.

8. **Weighted Average Nominal Hours of Labour.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for male workers in each State and Australia at the 30th April, 1914, and at 31st December, 1914 to 1928. Index-numbers for each State based on the average weekly hours at the end of each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (= 1,000), are also included.

Weighted Average Nominal Hours of Labour (exclusive of Overtime) Worked by Adult Male Workers during a Full Working Week, and Hours Index-Numbers, 30th April, 1914, and 31st December, 1914, and end of years 1915 to 1928.

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

Particulars.	N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	Aust.
30th April, 1914.	48.93	48.80	48.78	48.60	47.78	48.62	48.93
Index-numbers	1,010	997	997	993	976	994	1,000
31st Dec., 1915.	49.28	48.50	48.56	48.50	48.12	48.56	48.77
Index-numbers	1,007	991	993	991	982	992	997
31st Dec., 1916.	48.51	48.22	48.27	48.14	48.11	48.55	48.53
Index-numbers	991	985	987	984	983	992	988
31st Dec., 1917.	48.41	48.14	47.19	47.82	48.10	48.48	48.10
Index-numbers	989	984	964	977	983	991	983
31st Dec., 1918.	48.16	47.98	46.90	47.77	47.69	48.39	47.88
Index-numbers	984	981	959	970	975	990	979
31st Dec., 1919.	47.77	47.36	46.19	47.58	47.60	47.89	47.41
Index-numbers	976	968	944	972	973	979	969
31st Dec., 1920.	47.51	47.19	45.63	47.29	46.53	47.33	47.07
Index-numbers	971	964	933	966	951	967	962
31st Dec., 1921.	45.66	46.05	45.52	47.07	46.24	46.84	46.22
Index-numbers	933	960	930	962	945	957	945
31st Dec., 1922.	46.05	46.99	45.51	47.00	46.41	46.91	46.38
Index-numbers	941	960	930	961	948	959	948
31st Dec., 1923.	46.73	47.06	45.51	47.00	46.66	47.27	46.70
Index-numbers	955	962	930	961	954	966	954
31st Dec., 1924.	46.75	46.09	45.40	46.08	46.52	47.26	46.60
Index-numbers	955	960	928	960	951	966	954
31st Dec., 1925.	46.76	46.98	43.88	46.97	46.28	47.25	46.44
Index-numbers	956	960	897	960	945	966	949
31st Dec., 1926.	44.55	46.04	43.95	46.95	45.80	47.27	45.57
Index-numbers	910	959	898	960	936	966	931
31st Dec., 1927.	44.44	46.82	41.96	46.78	45.75	47.16	45.40
Index-numbers	908	957	898	956	935	964	929
31st Dec., 1928.	44.17	46.70	43.96	46.67	45.30	46.85	45.27
Index-numbers	903	954	898	954	926	957	925

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

There was a considerable diminution in each State during the period 1914 to 1921 in the number of working hours constituting a full week's work for male occupations, while during 1922 and 1923, in certain States, but principally in New South Wales, hours of labour were increased. Each State, excepting New South Wales, shows a decrease for both 1924 and 1925, while, for 1926, four of the States show decreases, the remaining two, Queensland and Tasmania, showing minor increases on account of further industries being brought under Commonwealth Arbitration Court awards, in which the prescribed hours are, in some instances, greater than in the corresponding State awards. The marked decreases in average hours per week in Queensland during 1925 and in New South Wales during 1926 were due to the general reduction of hours to 44 per week in these States during the years mentioned. Further decreases were recorded during 1927 and 1928 in all States excepting Queensland, where hours remained stationary during both years. The decline in New South Wales, Victoria, South Australia, and Tasmania in 1928 was due mainly to the reduction of the standard hours of labour in Group V. (Books, Printing, etc.), as awarded by the Commonwealth Court. The decrease recorded in Western Australia was due mainly to Group II. (Engineering etc.), the standard hours being reduced to 44

per week. The weighted average weekly hours index-number for Australia at 31st December, 1928, was 925, as compared with 1,000 at 30th April, 1914 a reduction of 7.5 per cent. During the period under review the percentage reduction in hours was greatest in New South Wales (10.6), followed by Queensland (9.9), Western Australia (5.1), Victoria (4.3), South Australia (3.9), and Tasmania (3.7).

9. **Average Nominal Weekly Wage—States, 1891 to 1928.**—The following table shows the average weekly rate of wage payable to adult male workers in each State from 1891 to 1928. The wages given in this table are relatively identical with the index-numbers shown in the table on p. 84, and relate to the 31st December in each year.

Average Nominal Rates of Wage payable to Adult Male Workers for the years specified from 1891 to 1928.

Particulars.	1891.	1896.	1901.	1911.	1914.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.	
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
N.S. Wales	44	1 42	1 43	11 51	5 56	2 91	0 95	10 91	0 94	6 93	6 96	0 100	5 101	10 102	7
Victoria	40	5 38	9 40	9 50	6 54	7 86	1 93	7 91	4 95	7 95	5 97	2 99	6 100	3 99	8
Queensland	40	6 44	8 46	2 51	1 53	5 91	6 96	8 93	10 94	2 95	9 99	11 100	1 100	1 101	2
S. Australia	41	7 41	3 42	0 51	11 54	5 82	8 89	5 87	6 90	9 91	10 94	4 95	8 96	7 96	2
W. Australia	52	4 53	7 53	11 50	0 62	10 89	9 95	0 93	9 94	2 94	3 97	0 98	9 98	10 99	3
Tasmania	38	6 35	6 36	10 41	0 52	8 85	0 91	8 88	5 92	4 92	6 93	5 94	10 94	9 93	3
Australia (a)	43	5 41	10 43	5 51	8 55	7 89	10 94	6 91	6 94	4 94	3 96	9 99	4 100	2 100	5

(a) Weighted average.

A comparison of the 1911 rates with those ruling in 1891 shows an increase of only 18 per cent. for Australia, against 95.9 per cent. from 1911 to 1928. So far as individual States are concerned, during the first period the greatest percentage increase was in South Australia and Victoria (both 24.9 per cent.), and least in Tasmania (6.5 per cent.). During the period 1911 to 1928, the position is reversed so far as Tasmania is concerned, the largest increase (127.6 per cent.) having taken place in that State. The least increase has occurred in Western Australia, viz., 68.6 per cent.

10. **Average Nominal Weekly Wage—Industrial Groups, 1891 to 1928.**—The following table shows for various years the average weekly wages payable in each industrial group. The wages are relatively identical with the index-numbers shown in the table on page 84, and relate to the 31st December in each year.

Average Nominal Rates of Wage payable to Adult Male Workers in each Industrial Group for the years specified from 1891 to 1928.

Particulars.	1891.	1896.	1901.	1911.	1914.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.	
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	
Group I.	52	5 48	2 52	3 57	8 59	6 95	1 98	2 95	4 99	2 99	7 101	2 104	5 104	6 103	11
" II.	47	8 47	7 48	5 54	6 57	9 92	5 98	2 93	10 97	4 97	5 100	4 102	0 102	10 102	1
" III.	36	2 37	11 44	7 50	9 55	8 89	3 93	10 91	10 94	2 94	0 98	6 98	9 99	8 99	9
" IV.	86	8 36	5 99	3 59	8 53	0 86	3 93	3 91	1 93	11 93	0 93	2 96	6 98	3 99	4
" V.	53	5 50	1 51	0 58	11 63	10 99	6 164	7 102	9 104	5 108	3 109	6 111	5 113	7 117	10
" VI.	46	4 44	8 46	5 51	11 56	0 88	11 95	0 91	11 96	2 95	6 95	2 100	6 101	4 100	8
" VII.	50	6 47	6 53	10 62	1 65	5 95	7 102	5 100	5 103	8 105	6 108	5 110	8 112	16 112	4
" VIII.	58	1 53	10 54	8 61	2 65	2 103	10 105	4 108	8 104	5 104	2 108	7 109	6 109	9 109	10
" IX.	50	10 51	0 52	4 57	0 59	8 93	1 97	5 93	4 97	8 96	11 100	6 102	6 103	1 102	2
" X.	39	6 36	0 40	9 48	7 52	8 87	3 90	2 88	5 92	6 89	4 93	3 95	6 97	4 96	3
" XI.	38	2 34	6 38	5 44	7 49	10 83	0 101	8 99	9 102	4 97	10 104	8 103	7 103	7 103	3
" XII.	84	10 83	6 82	1 43	0 40	5 87	1 89	0 83	11 85	8 85	10 87	4 88	5 84	9 95	9
" XIII.	32	10 30	6 30	8 45	5 47	11 30	0 84	2 82	4 84	6 86	0 89	1 90	10 93	3 93	3
" XIV.	39	7 38	7 38	10 47	7 54	0 84	11 91	1 88	8 92	3 92	2 93	1 95	6 96	0 96	1
ALL GROUPS (a)	43	5 41	10 43	5 51	8 55	7 89	10 94	6 91	6 94	4 94	3 96	9 99	4 100	2 100	5

(a) Weighted average.

During the period 1891 to 1911, the greatest increase occurred in Group XIII. (Domestic) 33.3 per cent., followed by Groups IV. (Clothing, etc.) 37.0 per cent, and III. (Food, Drink, etc.) 33.0 per cent., while the least increase is in Group VIII. (Mining) 5.3 per cent. From 1911 to 1928 Group XI. (Shipping, etc.) showed the largest increase with 131.6 per cent., followed by XII. (Pastoral, Agricultural, etc.) 122.7 per cent., and X. (Other Land Transport) 103.6 per cent. The rate of increase was least in Group IX. (Railways and Tramways) 79.2 per cent.

11. **Nominal Wage Index-Numbers—States, 1901 to 1928.**—The following table shows, by means of index-numbers, the variations in wages for all industries in each State at the close of the years specified, the weighted average wage for Australia in 1911 being taken as base (= 1,000) :—

Variations in Nominal Wage Index-Numbers (Adult Males), for years specified, 1901 to 1928. (Weighted Average Wage for Australia in 1911 = 1,000.)

Particulars.	No. of occupations included.		Nominal Wage Index-numbers.										
	1901 to 1912.	1913-24.	1901.	1911.	1914.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
N.S. Wales ..	153	874	358	1,003	1,099	1,869	1,785	1,844	1,824	1,873	1,959	1,988	2,001
Victoria ..	150	909	796	985	1,085	1,826	1,783	1,865	1,862	1,897	1,941	1,957	1,944
Queensland ..	87	627	901	997	1,042	1,836	1,830	1,837	1,868	1,950	1,952	1,958	1,974
S. Australia ..	134	567	819	1,013	1,062	1,745	1,708	1,770	1,791	1,841	1,867	1,885	1,877
W. Australia ..	69	489	1,052	1,153	1,226	1,853	1,829	1,838	1,847	1,893	1,927	1,928	1,941
Tasmania ..	54	482	719	799	1,028	1,788	1,726	1,802	1,905	1,823	1,851	1,832	1,820
Australia(a)	652	3,948	848	1,000	1,085	1,844	1,785	1,840	1,830	1,887	1,938	1,955	1,959

(a) Weighted average.

12. **Nominal Wage Index-Numbers—Industrial Groups, 1901 to 1928.**—The following table shows the variations in nominal wage index-numbers for the 14 industrial groups, based on rates of wage at the end of the years specified. As already pointed out, these index-numbers are comparable throughout, and show not only the variations in wages in each industrial group but also the relative wages as between the several groups :—

Variations in Nominal Wage Index-Numbers (Adult Males) in Industrial Groups for years specified, 1901 to 1928. (Weighted Average Wage for all Groups in 1911 = 1,000.)

Particulars.	No. of occupations included.		Nominal Wage Index-Numbers.										
	1901 to 1912.	1913-24.	1901.	1911.	1914.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
I. Wood, Furniture, etc.	27	270	1,019	1,125	1,161	1,918	1,860	1,935	1,948	1,979	2,037	2,039	2,028
II. Engineering, Metal Works, etc.	101	636	945	1,064	1,127	1,915	1,832	1,900	1,901	1,957	1,991	2,006	1,998
III. Food, Drink, etc.	34	576	871	991	1,085	1,832	1,792	1,837	1,835	1,883	1,926	1,944	1,947
IV. Clothing, Hats, Boots, etc.	13	124	708	981	1,034	1,819	1,777	1,839	1,815	1,817	1,833	1,917	1,939
V. Books, Printing, etc.	25	205	996	1,140	1,246	2,040	2,004	2,037	2,113	2,137	2,173	2,162	2,209
VI. Other Manufacturing	102	875	907	1,013	1,093	1,854	1,793	1,876	1,863	1,915	1,961	1,977	1,964
VII. Building	67	190	1,050	1,213	1,276	1,990	1,990	2,023	2,058	2,115	2,160	2,202	2,191
VIII. Mining	71	161	1,067	1,194	1,273	2,058	2,022	2,037	2,039	2,119	2,137	2,142	2,143
IX. Rail and Tram Services	68	234	1,021	1,113	1,185	1,901	1,821	1,906	1,892	1,962	2,001	2,012	1,994
X. Other Land Transport	9	70	795	910	1,026	1,760	1,725	1,806	1,744	1,820	1,863	1,900	1,876
XI. Shipping, etc.	74	198	751	871	972	1,984	1,947	1,907	1,908	2,048	2,020	2,021	2,014
XII. Agricultural, Pastoral, etc.	8	72	627	839	965	1,736	1,637	1,671	1,675	1,704	1,829	1,839	1,869
XIII. Domestic, Hotels, etc.	17	114	598	887	935	1,642	1,606	1,648	1,678	1,738	1,772	1,820	1,820
XIV. Miscellaneous	36	233	759	929	1,054	1,778	1,730	1,800	1,798	1,833	1,863	1,872	1,874
All Groups(a)	652	3,948	848	1,000	1,085	1,844	1,785	1,840	1,830	1,887	1,938	1,955	1,959

(a) Weighted average.

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

14. **Variations in Effective Wages, 1901 to 1928.**—In comparing wages, two elements are of obvious importance, viz., (i.) hours worked per day or week, and (ii.) cost of commodities and housing. Thus 60s. per week of 60 hours represents the same hourly rate as 48s. per week of 48 hours. Similarly, if the cost of commodities and housing increases 25 per cent., e.g., if the prices index-number rises from 1,000 to 1,250, then 60s. per week (the index-number being 1,250), is effectively equal only to 48s. (when the index-number was 1,000). Or, again, if the prices index-number falls from 1,000 to 750, then 60s. per week, when the index-number is 750, would have the same purchasing-power as 80s. when the index-number was 1,000. Ignoring for the present the number of hours worked, and assuming that the real value of the average wages is to be measured by their purchasing power, the actual average wages paid may be reduced to their effective value by applying the prices index-numbers to the nominal wages index-numbers. The following table shows the effective wage index-numbers so ascertained in each State for each of the years indicated from 1901 to 1928.

In computing these effective wage index-numbers, the nominal wage index-numbers for years prior to 1914 given in sub-para. 11 hereof have been divided by the price index-numbers. The resulting index-numbers show for each State and for Australia for the years specified the variations in effective wages. The nominal wage index-numbers for these years are based on rates of wage current at the end of December, the only data available. For the years 1914 onward, however, the nominal wage index-numbers used are based on the average wage for the four quarters in each year, and in this respect differ from those in the preceding sections. However, so far as the years 1901, 1911 and 1913 are concerned, as the movement in wages during any one year prior to 1914 was very slight, it is possible even if the wage data were available in quarters, that the index-numbers used would approximate very closely to those based on averages for the year.

Effective Wages (Full Work)—Adult Males—1901 to 1928.

Particulars.	1901.	1911.	1914.	1918.	1919.	1920.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
N.S.W. ..	961	873	900	890	875	911	1,079	1,113	1,040	1,069	1,048	1,035	1,079	1,080
Victoria ..	915	1,037	961	925	904	875	1,038	1,102	1,036	1,097	1,073	1,060	1,095	1,120
Queensland	1,172	1,030	1,038	1,042	990	1,036	1,244	1,273	1,214	1,232	1,241	1,183	1,222	1,236
S. Australia	948	957	929	934	901	853	1,027	1,090	1,036	1,051	1,053	1,078	1,078	1,089
W. Australia	1,024	1,023	1,070	1,095	1,008	1,012	1,139	1,226	1,192	1,161	1,162	1,165	1,199	1,156
Tasmania ..	827	838	942	869	840	830	977	1,053	1,000	1,017	1,044	1,037	1,072	1,099
Australia	904	1,000	948	932	907	911	1,076	1,126	1,062	1,095	1,061	1,072	1,102	1,115

In the preceding table the effective wage index-numbers are computed to the one base, that of Australia for 1911. Subject to the qualification already referred to, which, as has been pointed out, does not materially affect the figures, the index-numbers are comparable in all respects, and comparisons may be made as to the increase or decrease in the effective wage index-number for any State over any period of years. Thus it will be seen that comparing 1928 with 1901, and with 1911, there has been an increase in the index-numbers in all States.

15. Effective Wages and Standard of Comfort, 1901 to 1928.—In the preceding paragraph particulars are given as to variations in effective wages in each State, due allowance having been made for variations in the purchasing-power of money, but not for unemployment.

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

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

Unemployment, and Nominal and Effective Wage Index-Numbers, for the years specified, 1901 to 1928. (a)

Year.	I. Nominal Wage Index- numbers.	II. Percentage Unem- ployed.	Rate of Wage Index- numbers, allowing for Lost Time.		V. Retail Price Index- numbers.	Effective Wage Index-numbers.	
			III. Actual.	IV. Recom- puted. (1911. = 1,000).		VI. Full Work.	VII. Allowing for Un- employ- ment.
1901 ..	848	6.6	793	832	880	964	945
1906 ..	866	6.7	808	848	902	960	940
1907 ..	893	5.7	842	884	897	996	986
1908 ..	900	6.0	846	888	951	940	934
1909 ..	923	5.8	870	913	948	974	963
1910 ..	955	5.6	901	945	970	985	974
1911 ..	1,000	4.7	953	1,009	1,000	1,000	1,000
1912 ..	1,051	5.3	993	1,042	1,101	955	946
1913 ..	1,076	5.3	1,021	1,071	1,104	975	970
1914 ..	1,081	8.3	991	1,040	1,140	948	912
1915 ..	1,092	9.3	990	1,039	1,278	854	813
1916 ..	1,144	5.8	1,078	1,131	1,324	864	854
1917 ..	1,226	7.1	1,139	1,195	1,318	930	907
1918 ..	1,270	5.8	1,196	1,255	1,362	932	921
1919 ..	1,370	6.6	1,280	1,343	1,510	907	889
1920 ..	1,627	6.5	1,521	1,596	1,785	911	894
1921 ..	1,826	11.2	1,621	1,701	1,697	1,076	1,002
1922 ..	1,801	9.3	1,634	1,715	1,600	1,126	1,072
1923 ..	1,805	7.1	1,677	1,760	1,700	1,062	1,035
1924 ..	1,840	8.9	1,676	1,759	1,681	1,095	1,046
1925 ..	1,861	8.8	1,697	1,781	1,722	1,081	1,034
1926 ..	1,914	7.1	1,778	1,866	1,786	1,072	1,045
1927 ..	1,946	7.0	1,810	1,899	1,766	1,102	1,075
1928 ..	1,963	10.8	1,751	1,837	1,760	1,115	1,044

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

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

Compared with 1911 the effective wage in 1901 was 3.6 per cent. less for full work, and 5.5 per cent. less after allowance for unemployment. In connexion with the index-numbers in Column VII., unemployment was less in 1911—the base year, than in any other year. During the period 1912 to 1920, while wages increased steadily, prices increased at a greater rate, with the result that the purchasing-power of wages was less in each of these years than in 1911, the lowest point reached being in 1915 when the full time index-number was 14.6 per cent. less, or, allowing for unemployment, 13.7 per cent. less than for the base year. The first occasion on which the effective wage was higher than in 1911 was in 1921, when wages increased considerably while prices declined, the increase in effective wages being 7.6 per cent., but only 0.2 per cent. allowing for unemployment. Unemployment reached its "peak" during 1921. Both wages and prices fell in 1922, but the former less than the latter, resulting in a further increase in the effective wage. As wages remained practically stationary while prices rose, the effective wage for 1923 showed a decline. A rise in wages coincided with a fall in prices during 1924, and the effective wage increased, but as the average unemployment was higher than in the previous year, the increase in the effective wage was greater for full work than allowing for unemployment.

Wages and prices both rose during 1925 and 1926, the latter in 1926 reaching their highest point for the period under investigation. Unemployment remained stationary in 1925, but, as prices rose more rapidly than the rise in nominal wages, effective wages decreased. In 1926, unemployment decreased, and, although prices again rose more rapidly than nominal wages, the effective wage allowing for unemployment increased. Effective wages for full-time work, however, again decreased. During 1927 nominal wages rose, whilst prices fell, and as the percentage of unemployment showed a slight decline the result was a rise in the effective wage index-number for full work, and also in the index-number allowing for unemployment. During the year 1928 there was a further rise in the effective wage index-number for full work. Unemployment, however, increased, and the effective wage index-number, after allowing for unemployment, showed a decline as compared with the previous year. Comparison with 1911 shows that the effective wage for full time work was 11.5 per cent., and, allowing for unemployment, 4.4 per cent. higher during 1928.

16. Relative Productive Activity and Effective Wages, 1871 to 1928.—

The preceding tables refer to variations in effective wages, having regard to fluctuations in prices and unemployment. Another important matter is the question of relative output or production per head of population measured quantitatively. If measured by value alone, a rise in prices would have the effect of making an equal production with that of a time when prices were lower show a fictitious increase. Any estimate of the relative increase or decrease in quantity of production must therefore allow for the variations in prices. This is done in the table on the next page, in which Column I. shows the estimated value of production, (a) in the aggregate and (b) per head of mean population. In Column II. the estimated value of production per head of population is shown in the form of index-numbers with the year 1911 as base; that is to say, the production per head in 1911 is made equal to 1,000, and the values for the other years computed accordingly. In Column III. price index-numbers are given. Production price index-numbers are available only from 1903. For earlier years the wholesale price index-numbers have been used. The figures in Column IV. are obtained by dividing the figures for each year in Column II. by the corresponding figures in Column III. They show the estimated relative productive activity per head of population, taking the year 1911 as the basic or standard year, the fluctuations due to variations in prices having been eliminated.

It should be noted that the following table showing the estimated relative productive activity in Australia is not comparable with tables shown in previous Reports on account of an alteration in the method of computing the index-numbers in Column III. The method adopted is explained in Production Bulletin, No. 22.

The index-numbers for the years from 1914 to 1922 cover a period which in several respects was abnormal. At the beginning of that period there was a widespread drought, and again in 1918, dry conditions prevailed. Further, the enlistments for war service took from industry over 300,000 adult males in the prime of life, while the dislocation of industry owing to the altered conditions arising out of the war must also have adversely affected the productivity of Australia. It is, however, impossible to measure these effects quantitatively.

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

Estimated Value of Australian Production, 1906 to 1928.

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	31,472	147,043
1907	30,323	53,704	15,687	3,940	28,157	34,090	165,881
1908	37,150	46,097	16,564	4,368	24,355	33,956	162,490
1909	41,056	51,331	16,571	4,504	22,899	36,913	173,268
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	25,694	57,674	220,884
1914	36,052	67,076	22,504	6,853	22,054	59,004	213,543
1915	75,475	70,144	22,399	6,253	22,060	59,212	255,543
1916	61,255	83,003	27,931	6,062	23,192	60,502	261,945
1917	59,641	91,917	31,326	6,147	24,998	65,327	279,356
1918	59,036	96,573	33,738	6,890	25,462	70,087	291,786
1919-20	72,202	111,594	38,830	9,670	18,882	92,330	343,608
1920-21	112,801	90,573	52,613	11,136	21,613	101,778	390,514
1921-22	81,890	74,982	44,417	10,519	19,977	112,517	344,302
1922-23	84,183	97,029	43,542	11,124	20,316	123,188	379,382
1923-24	81,166	110,075	42,112	11,866	22,232	132,732	400,183
1924-25	107,163	126,773	45,190	12,357	24,646	137,977	454,106
1925-26	89,267	113,327	48,278	12,784	24,592	143,256	431,504
1926-27	98,295	111,168	46,980	12,790	24,007	153,634	446,874
1927-28	84,256	125,068	50,261	12,181	22,983	158,562	453,311

The table hereunder shows the value of production as affected by the factors previously indicated.

Estimated Relative Productive Activity in Australia for the years specified, 1871 to 1928.

Year.	I. Estimated Value of Production.		II. Relative Value of Production per head Year 1911 = 1,000.	III. Price-Index-Numbers Year 1911 = 1,000.	IV. Estimated Relative Productive Activity per head Index-Numbers Year 1911 = 1,000.
	(a) Total. (000 omitted.)	(b) Per head of Population.		a	
1871	£ 46,700	£ 27.46	667	1,229	543
1881	71,116	30.83	749	1,121	668
1891	96,087	29.65	720	945	762
1901	114,585	29.96	728	974	747
1906	147,043	35.94	873	948	921
1907	165,881	39.86	968	1,021	948
1908	162,490	38.39	932	1,001	927
1909	173,268	40.07	973	971	1,002
1910	185,399	41.90	1,017	972	1,046
1911	188,359	41.18	1,000	1,000	1,000
1912	209,236	44.08	1,070	1,078	993
1913	220,884	45.14	1,096	1,074	1,020
1914	213,543	42.95	1,043	1,238	842
1915	255,543	51.42	1,249	1,288	970
1916	261,945	53.26	1,293	1,412	916
1917	279,356	56.07	1,362	1,546	881
1918	291,786	57.43	1,395	1,632	855
1919-20	343,608	64.79	1,573	1,887	834
1920-21	390,514	72.17	1,763	1,888	928
1921-22	344,302	62.50	1,518	1,629	922
1922-23	379,382	67.35	1,636	1,774	922
1923-24	400,183	69.60	1,690	1,925	878
1924-25	454,106	77.31	1,877	1,990	973
1925-26	431,504	72.01	1,748	1,830	930
1926-27	446,874	73.13	1,776	1,835	968
1927-28	453,311	73.48	1,784	1,954	913

a The index-numbers for years prior to 1908 are wholesale prices index-numbers; from 1908 onward production price index-numbers (the basis being indicated in Production Bulletin No. 22).

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

1. **The Basic Wage.**—(i.) *General.*—The “basic wage” in Australia is understood to mean the lowest wage which can be paid to an unskilled labourer on the basis of “the normal needs of an average employee regarded as a human being living in a civilized community.”* This wage is fixed by various industrial tribunals in Australia operating under Federal and State Arbitration Acts, and is varied from time to time according to changes in cost of living, constitution of the family unit, etc. In addition to the “basic” wage, these tribunals also determine what is known as the “secondary” wage—“the extra payment to be made for trained skill or other exceptional qualities necessary for an employee exercising the functions required.”†

(ii.) *History in Australia.*—The doctrine of a basic wage was propounded as far back as 1890 by Sir Samuel Griffith, Premier of Queensland, when he incorporated in a Parliamentary Bill a clause to the following effect, viz. :—

“The natural and proper measure of wages is such a sum as is a fair immediate recompense for the labour for which they are paid, having regard to its character and duration; but it can never be taken at a less sum than such as is sufficient to maintain the labourer and his family in a state of health and reasonable comfort.

It is the duty of the State to make provision by positive law for securing the proper distribution of the net products of labour in accordance with the principles hereby declared.”

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

* Mr. Justice Higgins—*A New Province for Law and Order*

† *Ibid.*

THE BASIC WAGE AND CHILD ENDOWMENT IN AUSTRALIA.

The above rate has been varied from time to time in accordance with the Retail Price Index Numbers prepared by the Commonwealth Bureau of Census and Statistics for the city or town in which the persons affected are employed. The present weekly wage rates (as at 1st May, 1929) for the various capital cities as so varied are as follows:—

	£	s.	d.
Sydney (a)	4	15	0
Melbourne	4	9	6
Brisbane (a) .. .	4	1	6
Adelaide (a)	4	8	0
Perth (a)	4	6	0
Hobart	4	6	0
Six Capitals (Weighted Average) ..	4	10	6

The above amounts include the sum of 3s. per week which was added in 1921 for the purpose of securing to the worker during a period of rising prices the full equivalent of the "Harvester" standard.

The adequacy or otherwise of the amount allotted under the "Harvester" judgment has been the subject of much discussion, the author of the judgment himself urging on several subsequent occasions the need for its review. The upset from the war, however, placed such an inquiry out of the question. Whatever its limitations, the Harvester judgment proved a great boon during the war years by providing a basis for variation according to changes in cost of living and also a foundation upon which "margins for skill" could be imposed.

(iii.) *Awards in Operation.*—The basic wage rates fixed by State arbitration tribunals vary from those obtaining in the Federal sphere not only as regards amount, but also in respect of constitution of family unit whose needs it purports to supply.

The awards of various State tribunals in operation at the present moment are shown in the following statement. The industrial tribunals in New South Wales, Queensland, South Australia and Western Australia made no alteration during 1928 in the basic rates of wage previously declared.

State.	Basic Wage.		Date of Operation	Family Unit (for Male Rate).				
	Males	Females.						
	£	s.	d.	£	s.	d.		
New South Wales ..	(b)4	5	0	2	6	0	1.7.27	Man and wife
Victoria	(c)			(c)			(c)	(c)
Queensland	4	5	0	2	3	0	28.9.28	Man, wife, and three children
South Australia ..	4	5	6	1	19	6	1.7.25	(d)
Western Australia ..	(e)4	5	0	2	5	11	1.7.25	(d)
Tasmania	(c)			(c)			(c)	(c)

(a) The basic rates of wage fixed by State tribunals for these cities are shown hereon.

(b) Plus child allowances referred to hereafter. The basic rate for rural workers is £4 4s. per week

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

(d) Although the family unit is not specifically defined in the legislation of these States the tribunals appointed to determine the basic wage have adopted the unit of man, wife and two children.

(e) On 5th June, 1929, the Court of Arbitration declared the basic rates of wage to be as follows.—Adult males, £4 7s.; adult females, £2 7s.

(iv.) *Royal Commission on the Basic Wage, 1920.*—The Federal basic wage referred to in paragraph 2 was made operative in other parts of Australia on the basis of the relative Retail Price Index Numbers applicable to the locality, but only one comprehensive attempt has been made by the Federal authorities to ascertain specifically what the actual requirements were in the various States according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household in respect of a family consisting of a man, wife and three children under fourteen years of age.

The attempt referred to was made by a Royal Commission, and their report, issued in 1920, recommended the following amounts for the various capital cities, viz. :—

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

The recommendations of this Commission were not given effect to owing to the marked advance of the amounts suggested over ruling rates* and the grave doubts expressed as to the ability of industry to pay such rates. For further particulars of this Commission see page 30 of this Report.

2. **Child Endowment.**—(i.) *General.*—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age has become very prominent in Australia in recent years, and is actually in operation in certain instances. The system has been in force in various forms in England and on the Continent as far back as 1795, the first instance occurring in England in that year.†

(ii.) *The New South Wales Scheme.*—The earliest attempt made in Australia to institute the system was in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease automatically when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, and the matter dropped until the Session of 1926-27, when measures providing for the payment of child allowances became law.‡ These measures provide for (a) the declaration of a basic wage for a man and wife,§ and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances would only be paid to the extent by which the total earnings of the worker and his family fall short of the sum represented by the *basic wage*, plus child

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

† A complete survey of the systems in force in various countries is contained in Elinor Rathbone's *Disinherited Family: A Plea for the Endowment of the Family*.

‡ Family Endowment Act 1927; Finances (Family Endowment Tax) Act 1927; Industrial Arbitration Living Wage Declaration) Act 1927. See also p. 53 for particulars of these Acts.

§ This was subsequently declared at £4 5s. per week for adult males and £2 6s. per week for adult females. A separate rate for rural employees was declared later at £4 4s. per week.

allowance at the rate of 5s. per week for each child. Thus a worker with three dependent children receiving £5 by way of wages would not be entitled to the allowance, but would receive it in respect of a fourth child. These payments in New South Wales commenced to operate from 1st September, 1927. The fund from which these payments are made was created by a levy on the wages bill of employers, with a rebate of 10 per cent. in respect of workers employed under Federal awards. The rate of tax to be collected by the Government from employers during 1929 was fixed at 2 per cent.

(iii.) *Commonwealth Public Service.*—The first payment of child endowment allowances in Australia was in connexion with the Commonwealth Public Service.* Following upon the Report of the Royal Commission on the Basic Wage in 1920 (referred to above) the Prime Minister (Rt. Hon. W. M. Hughes, P.C.) asked the Chairman (A. B. Piddington, K.C.) to submit a scheme to give effect to the recommendations, and Mr. Piddington suggested splitting up the amount recommended into a flat rate of £4 per week for a man and wife, and 12s. per week for each child, with an appropriate levy (about 10s. 9d. per worker per week) on all employers to finance the scheme. The Commonwealth Government decided to apply this scheme to the Commonwealth Public Service, and from 1st November, 1920, a flat rate basic wage of £4 per week and child endowment at the rate of 5s. per week for each dependent child under fourteen years of age was paid to officers, with a limitation of £400 per annum by way of salary plus allowance. This system of payment remained in force until 1923, when, owing to no adjustments of the basic wage according to Retail Price Index Numbers having taken place in the interim, the Government was sometimes paying over, and sometimes under, the true "Harvester" equivalent of wages, notwithstanding child allowance, which averaged £10 per annum per adult employee. At the time of its grant by the Commonwealth Government the Prime Minister stated that it was not suggested that the amount of 5s. per week was sufficient, but any adjustment was a matter for the Commonwealth Public Service Arbitrator.

The question was not considered by the Arbitrator until 1923, when the problem of amalgamating war-time cost of living allowances, married men's allowances, etc., was before him. The Arbitrator granted to the Service the full equivalent of the "Harvester" wage as a flat basic wage for single and married adults, based upon the Retail Price Index Number for the six capital cities for the year ended 31st March, 1923, deducting therefrom the averaged value per adult employee of child endowment (£10). By this process the net basic wage for the Service was £195 per annum with an allowance of £13 per annum in respect of each dependent child under fourteen years of age. It will be realized from the foregoing that the Arbitrator by his method altered the principle of paying these allowances as an addition to the basic wage to one whereby the officers, by suffering an all-round deduction of £10† per annum, mutually created a fund from which the allowance was paid. Thus, for the first time in history, the basic wage was split up and distributed according to the family or economic needs of the employee. The payment of the allowance in the Service is now limited to a sum derived from salary and allowance of £500 per annum.

* The payment of a single maternity bonus of £5 to the mother of any viable child or children delivered at a birth was instituted by the Commonwealth Government on 10th October, 1912, and up to 30th June, 1928, 2,088,424 claims have been paid in this respect, representing a total expenditure of £10,442,120.

† By subsequent increase of the average number of children per adult employee, the deduction is now £12 per annum.

(iv) *National Scheme*.—The Federal Government, in June, 1927, called a conference at Melbourne of the Premiers of the several States to consider the question from a national stand-point. The Prime Minister submitted various estimates of cost of endowing dependent children under fourteen years of age in Australia at 5s. per week. After discussion, it was decided to refer the matter to a Royal Commission to be appointed by the Commonwealth Government. On the 28th September, 1927, the following Commissioners were appointed:—Messrs. Thomas S. O'Halloran, K.C. (Chairman); John Curtin; Ivor Evans; Stephen Mills; and Mrs. Florence M. Muscio, M.A.

The Commissioners were appointed to inquire into and report upon the following questions:—

1. The general question of the institution of a system of child endowment or family allowances in Australia, with particular reference to its social and economic effects, and, if the institution of such a system is recommended.
2. The methods by which such a system could be established.
3. The relation of such a system to wage fixation, having regard to the interest of the wage earner, of industry generally, and of the community.
4. The application of a system of child endowment or family allowances to persons whose wages are not regulated by law, or who are not engaged in industry as wage earners.
5. The limit of income, if any, subject to which payment by way of child endowment or family allowances should be made.
6. The methods of financing or giving effect to a system of child endowment or family allowances, with particular reference to the practicability and desirability of providing the necessary funds from public revenue, from industry, or from both sources, and in what proportion and upon what principle.
7. The methods of administering such a system.
8. The cost of such a system, including administrative expenses and reserves, if thought necessary.
9. The legal methods of giving effect to any system recommended, with particular reference to the existing distribution of Commonwealth and State powers.
10. Any matters of public interest which may arise as the result of the institution of a system of child endowment or family allowances.

The Commission assembled in Melbourne to make necessary arrangements for the inquiry. The first evidence was taken in Brisbane on 1st November, 1927. The Commission visited each of the capital cities, and the number of witnesses examined was 227. The witnesses included official representatives of Commonwealth and State Departments, members of professorial staffs attached to the Departments of Economics and Commerce at various Universities, members of the medical profession connected with maternity and child welfare activities, representatives of a number of large commercial undertakings (including banks), also of organized bodies, chiefly organizations of employers and employees, women's leagues and associations, charitable and philanthropic bodies, nursing societies, kindergarten unions, baby health centres, etc.

The Commission was not unanimous in its findings, and the opinions and recommendations of the members were embodied in two separate reports. The first of these (the *majority* report) is signed by the Chairman and Commissioners Evans and Mills, and the second (the *minority* report) is signed by Commissioners Mrs. Muscio and J. Curtin. The reports deal exhaustively with the constitutional aspects, existing systems, industrial legislation, the basic wage, standard of living, regulation of wages and working conditions and cognate matters. The Report of the Commissioners was submitted to His Excellency the Governor-General on 15th December, 1928.

The following extracts from the Introductory Statement of the "*majority*" Report give in summarized form the views of the Commissioners responsible for that Report:—

"Do the writers of this Report recommend child endowment or not? While the statement answers this first question in the negative, it leaves untouched many important points connected with the subject, which we hope will be elucidated by a perusal of the Report. The scheme contemplated in the terms of reference is one in which the necessary funds would be provided from public revenue, or from industry, or from both sources. This assumption seems to be (and this was the point of view of numerous witnesses) that this provision of funds should be wholly an addition to the sums now paid as wages.

In our opinion, such a scheme should not be adopted. Some of the reasons for that conclusion are that:—

- (1) The claim that child endowment in this form is necessary on the ground that wages are insufficient has not, we think, been established.
- (2) The additional taxation necessary to finance from public revenue a scheme for full maintenance of dependent children as claimed would cause disastrous reactions.
- (3) If "industry" were directly levied upon to provide the funds, or an important proportion of the funds, the result would be not less injurious. An immediate effect would be an increase in the cost of living, partially defeating the object of the levy. Also, there would be great danger of adding to unemployment, and so increasing rather than diminishing the total of distress in the community.
- (4) The basic wage contains elements of child endowment much more than sufficient, if directly applied, to provide for all existing dependent children. If the basic wage be not reduced by the elimination of those elements, and if public funds be applied to provide a general scheme of child endowment, the result, in our opinion, would be a marked flush of extravagant spending and a sharp rise in the cost of living, shortly followed by a check in prosperity, by a more or less severe collapse in values, and by serious unemployment.
- (5) By removing from parents all financial responsibility for their children, parental responsibility would be weakened, incentive to effort reduced, and the sense of unity of interest between parents lessened.

- (6) Any available public money could be more beneficially used than in providing child endowment. So far as the residual cases in the community which need some assistance are concerned, we are satisfied that the expenditure of sums much less than those required, even for a small measure of child endowment, would, if applied to the extension and perfecting of existing social services, secure greater benefits.
- (7) We are of opinion that essential conditions precedent to the establishment of any scheme of child endowment should be—
- (i) That the Commonwealth Parliament should have first obtained full and exclusive power—
 - (a) To control wage fixation and 'industrial matters' as defined in Industrial Statutes ;
 - (b) To establish and control child endowment.
 - (ii) That any existing State legislation instituting a scheme of child endowment be repealed.
 - (iii) [A condition of another order] That the basic wage should be reduced by elimination of the provision for children which is now an integral part of that wage.
- (8) Unless both child endowment and wage fixation were under exclusive control of one tribunal, new and prolific causes of industrial discontent and disputes would be created."

The opening remarks in the "*minority*" Report are given hereunder :—
 "We dissent from the finding of the majority of the Commission that no consideration be given to the payment of allowances to dependent children until the Commonwealth has absolute control over the whole field of industry and wage regulation, and that even when this is effected the allowances should be contingent on the adoption of the revolutionary innovation indicated in their report. To delay what we regard as a measure of justice for the families hereinafter specified, while the body politic is engaged in a protracted and highly contentious constitutional struggle, involving a recasting of the powers of the Commonwealth and the States in regard to industrial sovereignty, is not only unnecessary, but unjustified. The people of Australia on several occasions have by popular plebiscite rejected the proposal. We do not regard it as an essential feature of a system of family allowances."

Findings in the minority Report :—

- "(1) That for workers in industry some system of family allowances is the logical corollary of the living-wage doctrine.
- (2) That on the whole the basic wage as determined by the Commonwealth and State Tribunals has provided a frugal standard of comfort for a family of man, wife, and two children.
- (3) That for families of wage-earners, where the children number more than two, the standard has been generally lower than is reasonable, having regard to the definitions implied in the awards of the courts, the disparity increasing with the size of the family.
- (4) That in equity any system of allowances to improve the standard of living for the larger families of wage-earners should be extended to similar families of those who are not wage-earners.

- (5) That in the case of widows with dependent children and other families without a male wage-earner, there is urgent need both in the interests of these families and of the community for the payment of allowances.
- (6) That it is undesirable to make allowances for the families of wage-earners part of the system of wage fixing, and that although it may be desirable for all wages to be fixed for the same family unit, it is not essential that any scheme of family allowances should be delayed because the Commonwealth Government has not at present sole control of industrial matters.
- (7) That the country can at present afford to inaugurate a moderate system of family allowances.
- (8) That such an expenditure of part of the national income would be a good investment for the community.
- (9) That according to the evidence of the Federal Solicitor-General the Commonwealth Parliament possesses the constitutional power to enact legislation providing for a system of allowances for families.
- (10) That the present services in respect of maternity and child welfare are inadequate, and need considerable extension to ensure that all mothers and children who need them have these facilities available.
- (11) That in the larger cities the supply of rented houses is inadequate for families on a low income."

Recommendations in the minority Report :—

- "(1) That the Commonwealth Government pay to widows with dependent children, and also to other families of dependent children where there is no male bread winner, allowances equal to those paid under the New South Wales Widows' Pensions Act of 1925, i.e., £1 per week for the mother and 10s. per week for each dependent child, with a similar limitation of income to that adopted in the New South Wales Act.
- (2) That the Commonwealth Government pay to the mother in each family where there are more than two children an allowance of £10 per annum for each dependent child excluding the first two in each family, provided the total income of the family shall not thereby be increased beyond the sum of £300 per annum.
- (3) That this allowance be paid also for the first and second dependent child in families where the income falls below the basic wage to an extent which makes it necessary for the allowance to bring the income up to the basic wage. In the case of non-wage-earners or of those not working under specified awards, it is recommended that the wage level used as a basic wage for the purposes of the computation of income be the Commonwealth basic wage adjusted to the 30 towns' weighted average, or the State basic wage, whichever is the lower.
- (4) That for the purposes of these allowances the definition of the age of dependency (taken usually as under the school-leaving age, at present 14 years of age in all States) be extended so as to include all children attending school or other instructional courses until the age of at least 16 years.
- (5) That in the computation of wages Industrial Tribunals adopt the family unit of man, wife, and two children.

- (6) That until all tribunals so adopt a similar unit, it be assumed by the Commonwealth Parliament in legislating to establish family allowances that the wages paid at present for unskilled workers do provide for a family unit of man, wife, and two children.
- (7) That to obtain funds for family allowances, the Federal income tax be reviewed in order (a) to lower the limit of taxable income for persons without dependents to £200, and (b) to grade more steeply the rate of tax for incomes at the highest levels.
- (8) That the Federal Government establish a Bureau of Social and Economic Research, either as an independent organization or attached to some existing Department.
- (9) That the State Governments extend as quickly as is practicable the provision now being developed for—
 - (a) Pre-natal Clinics and Infant Health Centres ;
 - (b) Maternity Hospitals ;
 - (c) Schools for Mothercraft ;
 - (d) Dental and Medical Services for school children (including treatment for those who require it) so that these services shall be within the reach of all.
- (10) That children of pre-school age (from 2 to 5) be examined once every twelve months by school medical and dental officers.
- (11) That the Commonwealth Government subsidize the services above mentioned as recommended by the Federal Health Council, which is representative of the States and the Commonwealth, and has already laid the foundations of a joint policy in these matters.
- (12) That the Federal Health Council arrange for a survey of the housing of the people to discover the extent to which the health of children suffers by reason of unsuitable living premises, and make recommendations for reform.
- (13) That the Department of Education in each State extend as rapidly as possible the teaching of domestic economy for all girls attending primary schools."

At the Conference of Commonwealth and State Ministers held at Canberra during May, 1929, the Prime Minister informed the Conference that the Commonwealth had appointed a Royal Commission on Child Endowment, and that the Commission had submitted its Report. The minority report recommended a scheme of child endowment financed entirely from the proceeds of taxation. For the reasons stated in the memorandum submitted by the Commonwealth to the Conference the Commonwealth Government was not prepared to adopt this scheme. The Commonwealth Government agreed with the majority of the Commission that child endowment could not be separated from the control of the basic wage—a power which the Commonwealth did not possess and which the States were not prepared to relinquish to the Commonwealth. The Commonwealth Government therefore did not propose to establish any system of child endowment. It was generally agreed that any scheme which would increase the charges upon industry would be unwise at the present time. The result of the discussion was that it was generally agreed that the matter of child endowment was one to be dealt with as the State Governments should think proper.