

CHAPTER III.—WAGES.

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

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

2. **Laws Regulating Industrial Matters.**—The Laws in force regulating rates of wage, hours of labour, and working conditions generally in both Commonwealth and State jurisdictions are as follows:—

COMMONWEALTH.

Commonwealth Conciliation and Arbitration Act 1904-1934.

National Security Act 1939-1940 and certain Regulations made thereunder.

Arbitration (Public Service) Act 1920-1934.

Industrial Board Ordinance, 1936-1940 (Australian Capital Territory).

STATES.

New South Wales .. Industrial Arbitration Act 1940-1943.

Victoria .. Factories and Shops Act 1928-1945.

Queensland .. Industrial Conciliation and Arbitration Act 1932-1945.

South Australia .. The Industrial Code 1920-1937.

Western Australia .. Industrial Arbitration Act 1912-1941.

Tasmania .. Wages Board Act 1920-1945.

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

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

Wages, hours of labour and working conditions in the Commonwealth Public Service are regulated by the Commonwealth Public Service Arbitrator, under powers conferred by the Arbitration (Public Service) Act 1920-1934. The system of arbitration commenced to operate in 1912, cases being heard

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

by the Commonwealth Court of Conciliation and Arbitration, as part of the ordinary work of that Court. From 1920, however, the control was transferred to the Arbitrator, who was appointed by the Government for a term of seven years, and who need not necessarily have legal qualifications. No appeal lies against a determination of the Arbitrator, but the Government can move the Parliament to exercise its right of veto when the instrument is brought before it for ratification.

(ii) STATES—(a) *New South Wales*.—The controlling authority is the Industrial Commission of New South Wales consisting of six Judges. Subsidiary tribunals are the Conciliation Commissioner, the Apprenticeship Commissioner, Conciliation Committees, and Apprenticeship Councils constituted for particular industries. Each Conciliation Committee consists of the Conciliation Commissioner as chairman and equal representatives of employers and employees. The Apprenticeship Commissioner and the members of the Conciliation Committee for an industry constitute the Apprenticeship Council for the industry. These subsidiary tribunals may make awards binding on industries, but an appeal to the Industrial Commission may be made against any award. Compulsory control commenced in 1901, after the earlier Acts of 1892 and 1899 providing for voluntary submission of matters in dispute had proved abortive.

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

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

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

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

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

4. Awards and Determinations Made and Industrial Agreements Filed.—The following table shows the number of awards and determinations made and industrial agreements filed, excluding variations, in each State and under the Commonwealth legislation dealing with these matters during each of the years 1940 to 1944.

Awards and Determinations Made and Industrial Agreements Filed.

State, etc.	1940.		1941.		1942.		1943.		1944.	
	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.	Awards or Determinations made.	Agreements filed.
New South Wales ..	70	22	65	49	74	23	24	11	36	10
Victoria ..	170	..	262	..	202	..	129	..	110	..
Queensland ..	31	43	53	16	27	29	17	35	14	29
South Australia ..	53	7	167	8	160	12	44	7	31	3
Western Australia ..	31	24	30	18	19	19	6	12	9	9
Tasmania ..	18	..	21	..	19	..	20	..	16	..
Commonwealth Court ..	25	13	7	3	52	20	43	17	45	13
Commonwealth Public Service Arbitrator ..	1	..	5	..	4	..	3	..	4	..
Total ..	402	108	610	94	555	103	286	82	265	64

The figures in the above table exclude variations and interpretations of principal awards and agreements, of which a considerable number are made each year. Variations of Awards, Agreements, and Determinations made by the State and the Commonwealth Courts, Wages and Industrial Boards, and the Commonwealth Public Service Arbitrator numbered 1,379 in 1944 compared with 2,586 in 1943, and were distributed as follows:—New South Wales, 544; Victoria, 325; Queensland, 194; South Australia, 28; Western Australia, 31; Tasmania, 16; Commonwealth Court, 216, and the Commonwealth Public Service Arbitrator, 25.

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

5. Awards, Determinations, and Agreements in Force.—Considerable extension of the principle of the fixation of legal minimum and marginal rates of wages and of working conditions has taken place since 1913 when the tabulation of such statistics was first undertaken by the Bureau, and for a number of years the figures showing approximately the magnitude of these operations have been published in this Report. The difficulties in obtaining precise data, however, have been great, for reasons explained in part in the following paragraph, and it is not proposed to continue their publication.

With reference to the number of industrial awards and registered industrial agreements in force at the end of any period, awards and determinations made by both State and Commonwealth tribunals generally continue in force after the term of operation mentioned therein has expired, until rescinded or superseded by a subsequent order or award. Section 28 (2) of the Commonwealth Conciliation and Arbitration Act provides that, after the expiration of the period specified, the award shall, unless the Court otherwise orders, continue in force until a new award has been made; provided that, where in pursuance of this sub-section an award has continued in force after the expiration of the period specified in the award, any award made by the Court for the settlement of a new industrial dispute between the parties may, if the Court so orders, be made retrospective to a date not earlier than the date upon which the Court first had cognizance of that dispute. In the Industrial Code of South Australia, Section 47 (2), and in

legislation for other States, similar provisions are in force. All industrial agreements continue in force after the expiration of the term mentioned until rescinded or superseded by a subsequent agreement or order. The Tasmanian Wages Board Act, 1934 repealed Part IV. of the Principal Act providing for industrial agreements and all such agreements ceased to operate from the commencement of the Act unless an agreement existed in a trade to which no determination of a Board was applicable, in which case the agreement remained in force until its expiry or until a determination was made.

6. New Legislation and Special Reports.—Information concerning the main provisions of the various Industrial Acts in force throughout Australia was given in earlier Reports, and brief reviews are furnished each year respecting new industrial legislation, as well as details respecting noteworthy pronouncements or procedure by industrial tribunals, and any special application or conditions of the terms of awards or determinations. In this Report, brief particulars are given regarding new industrial legislation during the years 1944 and 1945 and special reports and tribunals connected with industrial matters during the year 1944 :—

(i) *Commonwealth Court of Conciliation and Arbitration.*—The number of awards made by the Commonwealth Court during 1944 was 45, and 13 industrial agreements were filed under the provisions of the Act. Eleven agreements and 205 awards were varied.

(ii) *New South Wales.*—During the year 1944 the number of Conciliation Committees established under the Industrial Act was 22, the number which expired, were dissolved or were no longer operative was 11, and at the end of the year 359 Committees were in force. In addition, 323 Industrial Boards constituted under the Act were in force, but no awards were issued by these Boards, the work previously performed by them being undertaken mainly by the Conciliation Committees. Principal awards made by the Industrial Commission numbered 23, by Conciliation Committees, 13, and by Apprenticeship Councils, nil. The number of variations made during the year was 539, of which 238 were made by the Industrial Commission, 139 by Conciliation Committees, and 162 by the Industrial Registrar. Ten agreements were filed and 5 variations of agreements made. At the end of the year principal awards in force numbered 643, and industrial agreements, 166.

Declarations of the Basic Wage made by the Industrial Commission will be found on page 85.

The Industrial Arbitration (Amendment) Act No. 25 of 1943, provided for the appointment of not more than five Conciliation Commissioners.

(iii) *Victoria.*—Wages Boards made 110 determinations during the year, the number including determinations which were reviewed more than once during the twelve months. The number of variations issued during the year was 325.

An amendment (Act No. 4461 of 1936) of the Factories and Shops Act provided *inter alia* for the incorporation in all determinations of Wages Boards, so far as they do not conflict with State law, of the provisions of Commonwealth Arbitration Court awards for corresponding industries.

The only legislation of industrial import passed during 1944 and 1945 was the Factories and Shops Act, No. 5083, 1945 dealing with holidays.

(iv) *Queensland*.—Fourteen industrial awards were made during the year, all of which were awards of the Industrial Court. Industrial agreements filed numbered 29, variations of awards 177, and variations of agreements, 17. At the end of the year, 278 awards and 173 industrial agreements were in force.

On page 87 will be found particulars of variations in the basic wage determined by the Industrial Court.

Industrial legislation passed in the years 1944 and 1945 comprised the Industrial Conciliation and Arbitration Acts Amendment Act, No. 4, 1944 and No. 14 of 1945, dealing respectively with preference in employment for returned men and with holiday pay, overtime, rates below award rates, &c.

(v) *South Australia*.—The Industrial Court made three awards during the year and 28 determinations were made by Industrial Boards. Three industrial agreements were filed. The number of awards, determinations and agreements varied by the Court or Industrial Boards was 28.

Particulars of variations in the "Living Wage" determined by the Board of Industry will be found on page 88.

No legislation of industrial interest has been passed since 1940.

(vi) *Western Australia*.—During the year the Industrial Court made 10 awards, but no awards were made by Industrial Boards. Nine industrial agreements were filed under the provisions of the State Act during 1944. Twenty-seven awards and one industrial agreement were varied. At the end of the year there were 228 awards and 214 agreements in force.

Declarations of the basic wage made by the Industrial Court are referred to on page 89.

Industrial legislation passed since the year 1940 comprised the Industrial Arbitration Act No. 49 of 1941.

(vii) *Tasmania*.—During the year Wages Boards made 16 determinations, and varied 16 determinations.

At the end of the year 68 determinations were in force.

The only legislation of industrial interest passed in 1944 and 1945 was the Wages Board Act No. 48, 1945 dealing with holidays.

(viii) *Commonwealth Public Service Arbitrator*.—During 1944 the Arbitrator made four new determinations and varied 25 existing determinations.

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

In accordance with the Industrial Board Ordinance 1936-1940 the Board now consists of a Chairman and four members and is constituted from time to time as follows:—

- (a) Where the matter for determination is one affecting Commonwealth employees and private employees—the Chairman and the four other members:

(b) Where the matter for determination is one affecting Commonwealth employees—the Chairman, the member representing the Commonwealth, the member representing the Commonwealth employees; and where the matter for determination is one affecting private employees—the Chairman, the member representing the private employers and the member representing the private employees; provided that where the matter for determination is—

- (i) the making of a common rule; or
- (ii) the determination or variation of the basic wage or standard hours of work;

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

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

Provision for the automatic adjustment of wages according to the retail price variations shown by the "A" Series Index-Numbers* was made in the Determination operative from 1st July, 1936. Adjustments in accordance with the variations of the "C" Series Index-Numbers starting with a newly-declared basic wage for an unskilled labourer of 95s. 6d. (which came into operation on 10th October, 1941) replaced those under the "A" Series as from 1st November, 1941, and quarterly thereafter. The latest rate payable is 105s. 6d. from 1st February, 1946.

§ 2. Rates of Wage and Hours of Labour.

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

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

obtained referred to the weekly rate of wage in upwards of 400 specific occupations. Rates of wage were not of course available for each of these occupations in every State but the aggregate collection for the six States amounted to 1,569 male occupations or callings. These particulars furnished the necessary data for the computation of average rates of wage in various industrial groups,* and in each State and Australia as a whole. The average rate of wage for each industrial group in each State was computed by taking the arithmetical average† of the rates of wage payable for all classified occupations within that group. It is not claimed that the results obtained by this method are precisely correct, but, owing to the difficulty in the past of obtaining satisfactory data as to the number of persons engaged in each of the occupations for which rates of wage had been obtained, no detailed system of weights could be applied. Though a considerable amount of information as to the number of persons engaged in different industries and occupations was available from subsequent Census results, it was found impracticable to bring the classification of these results into line with the detailed classification of occupations in the various industries as set out in the awards and determinations. For final results for each State and for each industrial group throughout the States, however, a careful system of weighting according to industrial groups was adopted. For example, in computing the result for any State in any year, the computed average wage in each industrial group was multiplied by a number (weight) representing the relative number of all male workers engaged in that group of industries in the particular State. The sum of the products thus obtained, divided by the sum of the weights, represents the average wage for that State for the particular year. The weights used for each industrial group in the computations of the average wage for male and female occupations have been published in issues of the Labour Report prior to No. 20 of 1929.

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

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

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

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

To supplement the results thus obtained, investigations were made regarding rates of wage in past years with a view to showing their general trend in each State and in the several industrial groups. The total number of occupations for which particulars were available back to 1891 was 652.

The particulars given in this Chapter show variations in nominal wages from year to year in each State and in various industrial groups. Index-numbers are also given showing variations in effective wages in each State.

2. Adult Male Weekly Wages—States, 1914–1944.—The following table shows the weighted average nominal weekly rates of wage payable to adult male workers at the dates specified for a full week's work in each State and for Australia. Index-numbers are also given for each State with the average for Australia for the year 1911 as base (= 1,000) :—

Weekly Wage Rates: Adult Males, States.

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

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Aus- tralia.
No. of Occupations included.	874	909	627	567	489	482	3,948
RATES OF WAGE.							
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
30th June, 1914	55 11	54 4	52 10	54 4	62 9	52 7	55 3
31st December, 1935	84 2	79 0	38 5	77 11	86 7	51 0	53 0
" " 1936	85 6	83 1	88 7	79 6	90 7	83 3	85 0
" " 1937	92 1	88 1	92 8	85 10	93 1	87 0	90 4
" " 1938	95 0	91 2	95 10	87 1	99 1	88 5	93 3
" " 1939	96 7	93 6	97 5	88 11	100 6	89 5	95 1
" " 1940	99 7	97 0	97 9	92 11	104 0	92 7	98 1
" " 1941	105 4	104 5	101 9	100 3	110 2	99 3	104 3
" " 1942	118 3	116 7	110 2	112 3	117 7	108 2	115 8
" " 1943	121 3	119 7	116 10	113 9	122 2	116 9	119 5
31st March, 1944	121 2	118 9	116 11	113 4	120 11	116 2	119 0
30th June, 1944	121 2	118 8	116 11	113 4	121 3	116 5	119 0
30th September, 1944	121 3	119 4	117 2	113 3	121 6	115 9	119 3
31st December, 1944	121 4	119 6	118 0	113 7	121 10	116 6	119 6

INDEX-NUMBERS.

(Base: Weighted Average Wage for Australia (518. 3d.), 1911 = 1,000.)

30th June, 1914	1,091	1,059	1,030	1,060	1,225	1,026	1,079
31st December, 1935	1,642	1,555	1,725	1,520	1,649	1,381	1,620
" " 1936	1,668	1,621	1,720	1,552	1,768	1,625	1,659
" " 1937	1,797	1,719	1,808	1,674	1,816	1,697	1,763
" " 1938	1,854	1,780	1,870	1,700	1,933	1,725	1,823
" " 1939	1,885	1,825	1,900	1,735	1,962	1,745	1,858
" " 1940	1,943	1,892	1,908	1,812	2,029	1,807	1,913
" " 1941	2,056	2,037	1,985	1,957	2,149	1,937	2,034
" " 1942	2,308	2,275	2,150	2,189	2,294	2,111	2,257
" " 1943	2,366	2,333	2,279	2,219	2,383	2,279	2,329
31st March, 1944	2,364	2,317	2,281	2,211	2,360	2,267	2,322
30th June, 1944	2,364	2,315	2,282	2,211	2,365	2,271	2,322
30th September, 1944	2,366	2,320	2,286	2,210	2,371	2,259	2,327
31st December, 1944	2,367	2,332	2,303	2,216	2,377	2,273	2,332

3. Adult Male Weekly Wages—Australia—Industrial Groups, 1914–1944.—The following table shows for Australia (a) the weighted average weekly rate of wage in each of the industrial groups, and (b) the weighted average wage for all groups combined, at the dates specified. Index-numbers are also given for each industrial group with the average for all groups for the year 1911 as base (= 1,000) :—

Weekly Wage Rates: Adult Males, Industrial Groups.

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

Date.	INDUSTRIAL GROUP.														
	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.
RATES OF WAGE.															
30th June, 1914 ..	s. d. 59 2	s. d. 57 2	s. d. 55 2	s. d. 52 10	s. d. 63 9	s. d. 55 8	s. d. 65 4	s. d. 64 11	s. d. 59 8	s. d. 51 1	s. d. 48 7	s. d. 49 5	s. d. 47 0	s. d. 53 10	s. d. 55 3
31st December, 1937 ..	95 1	94 11	92 6	89 0	103 7	91 3	101 7	104 11	92 4	88 3	95 6	78 9	85 3	87 6	90 4
" " 1938 ..	98 2	97 8	95 2	91 9	112 0	94 3	101 6	103 2	95 5	91 7	97 6	82 3	88 3	90 5	91 5
" " 1939 ..	100 1	99 3	96 9	93 2	114 3	95 8	106 5	109 1	96 6	92 10	98 6	84 0	89 11	92 10	95 3
" " 1940 ..	102 11	102 5	99 3	96 4	116 0	99 0	109 11	111 10	100 3	96 3	102 6	85 8	93 0	96 3	98 1
" " 1941 ..	108 5	110 0	106 1	105 7	119 6	107 0	116 11	115 1	108 8	101 11	106 0	93 6	97 10	101 2	104 3
" " 1942 ..	118 2	118 11	114 3	115 10	131 4	116 4	127 3	123 9	118 9	110 3	119 9	111 8	107 5	111 1	113 8
31st March, 1943 ..	119 2	119 9	115 4	117 3	132 8	117 4	128 1	124 6	119 11	111 1	121 7	113 7	108 2	112 7	117 0
30th June, 1943 ..	119 10	120 0	115 8	118 10	134 1	117 5	128 3	125 0	120 5	111 2	121 7	114 4	108 6	113 0	117 5
30th September, 1943 ..	121 6	121 9	118 0	119 4	134 6	119 2	129 7	127 2	122 5	112 9	123 11	117 2	110 3	114 9	119 5
31st December, 1943 ..	121 0	121 1	117 8	119 7	135 4	118 8	128 11	126 6	121 9	112 0	122 10	118 11	109 8	114 3	119 5
31st March, 1944 ..	120 5	120 7	117 4	119 3	135 3	118 2	128 5	125 2	121 2	111 9	122 2	118 9	109 3	113 10	119 0
30th June, 1944 ..	120 9	120 7	117 5	118 8	134 3	118 3	128 6	126 5	121 2	111 9	122 2	118 8	109 6	113 10	119 0
30th September, 1944 ..	121 0	121 1	117 10	119 0	134 3	118 7	129 0	126 7	121 5	112 1	122 2	118 9	109 9	114 1	119 3
31st December, 1944 ..	121 1	121 2	118 0	119 0	134 8	118 8	129 1	126 11	121 10	112 1	122 2	119 4	109 9	114 5	119 6
INDEX-NUMBERS															
<i>(Base: Weighted Average Wage for Australia (51s. 3d.), 1911 = 1,000.)</i>															
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, 1937 ..	1,855	1,832	1,805	1,737	2,119	1,780	1,982	2,046	1,802	1,722	1,863	1,537	1,663	1,707	1,763
" " 1938 ..	1,916	1,906	1,857	1,790	2,185	1,810	2,030	2,111	1,862	1,787	1,602	1,720	1,764	1,821	1,821
" " 1939 ..	1,953	1,936	1,888	1,817	2,229	1,867	2,076	2,142	1,884	1,812	1,922	1,639	1,755	1,811	1,858
" " 1940 ..	2,008	1,998	1,937	1,880	2,261	1,931	2,145	2,182	1,957	1,878	2,001	1,671	1,815	1,878	1,913
" " 1941 ..	2,116	2,147	2,071	2,060	2,332	2,088	2,282	2,245	2,121	1,989	2,082	1,825	1,908	1,974	2,034
" " 1942 ..	2,306	2,321	2,229	2,280	2,562	2,270	2,484	2,415	2,316	2,151	2,336	2,179	2,095	2,167	2,257
31st March, 1943 ..	2,325	2,336	2,251	2,288	2,589	2,289	2,500	2,430	2,340	2,167	2,373	2,216	2,111	2,197	2,283
30th June, 1943 ..	2,339	2,341	2,257	2,319	2,617	2,291	2,502	2,439	2,349	2,169	2,373	2,221	2,117	2,204	2,292
30th September, 1943 ..	2,371	2,376	2,303	2,329	2,624	2,326	2,528	2,481	2,388	2,199	2,417	2,286	2,152	2,240	2,331
31st December, 1943 ..	2,362	2,363	2,297	2,334	2,640	2,316	2,516	2,468	2,376	2,186	2,397	2,321	2,140	2,230	2,329
31st March, 1944 ..	2,350	2,351	2,289	2,327	2,639	2,305	2,505	2,462	2,364	2,181	2,383	2,318	2,131	2,221	2,322
30th June, 1944 ..	2,356	2,354	2,290	2,316	2,620	2,307	2,507	2,467	2,364	2,182	2,383	2,316	2,136	2,221	2,322
30th September, 1944 ..	2,361	2,363	2,300	2,321	2,620	2,313	2,516	2,471	2,370	2,187	2,383	2,317	2,142	2,227	2,327
31st December, 1944 ..	2,363	2,364	2,303	2,321	2,627	2,315	2,518	2,477	2,377	2,188	2,383	2,328	2,142	2,232	2,332

RATES OF WAGE AND HOURS OF LABOUR.

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

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

4. **Adult Female Weekly Wages—States, 1914-1944.**—The index-numbers given in the preceding paragraphs for male adult workers were computed with the weighted average wage in 1911 as base (= 1,000). In the case of females, however, it has not been possible to secure information for years prior to 1914, and the index-numbers are therefore computed with the weighted average rate of wage payable to adult female workers in Australia at 30th April, 1914, as base (= 1,000).

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

Weekly Wage Rates : Adult Females, States.

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

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

RATES OF WAGE.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
30th June, 1914 ..	26 9	27 4	27 0	24 1	37 4	23 10	27 2
31st December, 1935 ..	44 11	44 2	48 0	42 5	49 1	44 10	45 0
" " 1936 ..	45 7	46 10	48 4	43 4	50 11	45 1	46 3
" " 1937 ..	50 2	49 2	51 4	46 10	51 0	48 6	49 8
" " 1938 ..	51 10	50 7	53 6	47 9	51 4	49 8	51 3
" " 1939 ..	53 3	51 9	55 2	49 7	55 8	50 8	52 8
" " 1940 ..	54 9	53 5	56 0	52 1	57 6	53 1	54 3
" " 1941 ..	57 11	58 4	59 6	55 5	60 4	56 7	58 2
" " 1942 ..	63 10	64 11	66 4	60 3	64 2	61 3	64 4
" " 1943 ..	67 11	70 2	69 9	61 3	66 6	63 3	68 4
31st March, 1944 ..	70 2	73 0	73 5	65 6	65 9	66 9	71 1
30th June, 1944 ..	70 4	72 10	73 3	65 4	65 9	66 7	71 0
30th September, 1944 ..	71 3	73 11	73 4	65 4	65 10	66 8	71 9
31st December, 1944 ..	72 3	73 12	74 2	65 4	65 10	68 6	71 12

INDEX-NUMBERS.

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

30th June, 1914 ..	984	1,006	993	885	1,373	950	1,000
31st December, 1935 ..	1,654	1,626	1,767	1,561	1,808	1,651	1,655
" " 1936 ..	1,677	1,722	1,780	1,594	1,873	1,661	1,708
" " 1937 ..	1,848	1,810	1,889	1,724	1,877	1,785	1,828
" " 1938 ..	1,907	1,862	1,969	1,758	2,000	1,823	1,887
" " 1939 ..	1,960	1,906	2,031	1,826	2,049	1,866	1,938
" " 1940 ..	2,016	1,966	2,060	1,916	2,116	1,954	1,996
" " 1941 ..	2,133	2,148	2,191	2,038	2,220	2,082	2,141
" " 1942 ..	2,350	2,391	2,442	2,216	2,361	2,255	2,368
" " 1943 ..	2,501	2,582	2,568	2,253	2,446	2,329	2,516
31st March, 1944 ..	2,582	2,638	2,703	2,412	2,419	2,456	2,616
30th June, 1944 ..	2,588	2,682	2,607	2,406	2,419	2,450	2,614
30th September, 1944 ..	2,622	2,720	2,699	2,406	2,422	2,453	2,642
31st December, 1944 ..	2,622	2,722	2,726	2,406	2,422	2,520	2,647

5. **Adult Female Weekly Wages—Australia—Industrial Groups, 1914–1944.**—The following table shows for Australia (a) the weighted average weekly rate of wage in each of the industrial groups in which females are mainly employed, and (b) the weighted average rate for all groups combined, at the dates specified. Index-numbers are also given for each industrial group with the average for all groups at 30th April, 1914, as base (= 1,000).

Weekly Wage Rates : Adult Females, Industrial Groups.

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

Date.	INDUSTRIAL GROUP.					
	III. Food, Drink, etc.	IV. Clothing, Boots, etc.	I., II., V., and VI. All Other Manufacturing.	XIII. Domestic, Hotels, etc.(a)	XIV. Miscel- laneous.	All Groups
RATES OF WAGE.						
30th June, 1914	s. d. 22 6	s. d. 24 9	s. d. 26 11	s. d. 31 1	s. d. 30 2	s. d. 27 3
31st December, 1935	42 1	44 2	44 8	46 3	46 5	45 0
" " 1936	43 1	44 9	45 8	47 1	50 9	46 5
" " 1937	45 7	48 1	49 4	51 1	53 0	49 8
" " 1938	47 1	49 9	50 6	52 11	54 6	51 3
" " 1939	48 9	50 9	51 11	54 5	56 8	52 8
" " 1940	50 0	52 6	53 8	55 10	57 11	54 3
" " 1941	53 5	57 4	58 0	58 9	60 7	58 2
" " 1942	59 8	63 11	64 7	63 4	67 1	64 4
31st March, 1943	60 4	64 1	65 2	63 10	68 9	64 11
30th June, 1943	60 8	65 8	65 6	64 4	69 11	66 1
30th September, 1943	61 11	66 0	67 5	65 6	75 1	67 8
31st December, 1943	62 3	66 2	71 5	65 10	75 11	68 4
31st March, 1944	61 9	72 0	71 6	65 9	75 7	71 1
30th June, 1944	62 0	71 8	71 5	66 3	75 7	71 0
30th September, 1944	62 5	72 9	71 9	66 11	75 10	71 9
31st December, 1944	62 7	72 9	71 10	67 1	76 4	71 11

INDEX-NUMBERS.

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

30th June, 1914	828	911	991	1,144	1,116	1,000
31st December, 1935	1,549	1,625	1,645	1,701	1,708	1,655
" " 1936	1,585	1,646	1,680	1,734	1,867	1,708
" " 1937	1,677	1,770	1,815	1,880	1,952	1,828
" " 1938	1,732	1,831	1,859	1,947	2,004	1,887
" " 1939	1,795	1,869	1,910	2,003	2,085	1,938
" " 1940	1,841	1,933	1,975	2,056	2,132	1,996
" " 1941	1,967	2,110	2,134	2,163	2,229	2,141
" " 1942	2,195	2,354	2,378	2,332	2,468	2,368
31st March, 1943	2,220	2,360	2,398	2,350	2,531	2,391
30th June, 1943	2,233	2,416	2,411	2,368	2,575	2,431
30th September, 1943	2,280	2,429	2,480	2,412	2,762	2,491
31st December, 1943	2,291	2,435	2,629	2,424	2,794	2,516
31st March, 1944	2,274	2,659	2,631	2,421	2,782	2,616
30th June, 1944	2,283	2,630	2,628	2,438	2,782	2,614
30th September, 1944	2,298	2,678	2,640	2,464	2,791	2,642
31st December, 1944	2,304	2,678	2,643	2,470	2,809	2,647

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

6. Hours of Labour and Hourly Rates of Wage, 31st December, 1944.—

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

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

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

(ii) *Adult Males.*—The following table shows the average nominal weekly and hourly rates of wage payable to adult male workers and the weekly hours of labour at 31st December, 1944 :—

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

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1944.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (a)
I. Wood, Furniture, etc. ...	Weekly Wage	125/10	120/6	119/7	115/1	117/11	116/1	121/1
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/70½	2/8½	2/8½	2/7½	2/8½	2/7½	2/9
II. Engineering, Metal Works, etc. ...	Weekly Wage	122/11	120/4	121/0	115/10	124/11	120/9	121/2
	Working Hours	44.00	41.00	44.00	44.11	44.00	44.00	44.04
	Hourly Wage	2/9½	2/8½	2/9	2/7½	2/10	2/9	2/9
III. Food, Drink, etc. ...	Weekly Wage	120/2	118/4	115/2	116/3	118/4	112/10	118/0
	Working Hours	44.00	43.04	43.44	44.00	44.53	44.00	43.91
	Hourly Wage	2/8½	2/8½	2/7½	2/7½	2/8½	2/6½	2/8½
IV. Clothing, Boots, etc. ...	Weekly Wage	117/5	118/9	123/6	123/6	119/5	114/8	119/0
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/8	2/8½	2/9½	2/9½	2/8½	2/7½	2/8½
V. Books, Printing, etc. ...	Weekly Wage	135/7	137/2	123/7	128/1	145/8	128/6	134/8
	Working Hours	42.49	41.91	42.28	43.56	42.76	43.35	42.39
	Hourly Wage	3/2½	3/3½	2/11½	2/11½	3/4½	2/11½	3/2
VI. Other Manufacturing ...	Weekly Wage	120/6	118/2	115/3	115/11	118/4	118/3	118/8
	Working Hours	43.89	43.90	43.78	43.71	44.08	43.91	43.87
	Hourly Wage	2/9	2/8½	2/7½	2/7½	2/8½	2/8½	2/8½
VII. Building ...	Weekly Wage	132/9	132/3	120/2	119/0	125/11	123/0	129/1
	Working Hours	43.65	44.00	40.00	44.00	44.00	44.00	43.42
	Hourly Wage	3/0½	3/0	3/0	2/8½	2/10½	2/9½	2/11½
VIII. Mining(c) ...	Weekly Wage	128/4	122/0	128/7	94/0	138/2	115/3	126/11
	Working Hours	40.70	40.47	40.93	43.70	40.50	41.33	40.80
	Hourly Wage	3/1½	3/0½	3/1½	2/1½	3/5	2/9½	3/1½
IX. Rail and Tram Services ...	Weekly Wage	124/3	123/4	120/2	114/11	119/0	112/0	122/10
	Working Hours	43.80	43.74	44.00	44.00	43.75	44.00	43.83
	Hourly Wage	2/10	2/9½	2/8½	2/7½	2/8½	2/6½	2/9½
X. Other Land Transport ...	Weekly Wage	114/6	111/4	110/6	106/7	116/4	105/8	112/1
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	2/7½	2/6½	2/6½	2/5	2/7½	2/4½	2/6½

(a) Weighted Average.

(b) Excludes District allowances in the gold-mining industry.

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

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

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1944—continued.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (a)
XI. Shipping, etc.	Weekly Wage(b)	122/8	123/4	119/11	121/4	121/10	121/6	122/2
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XII. Pastoral, Agricultural, etc.	Weekly Wage(c)	119/6	118/2	120/8	117/10	117/10	122/6	119/4
	Working Hours	..	..	..	..	..	..	..
	Hourly Wage	..	..	..	..	..	..	..
XIII. Domestic, Hotels, etc.	Weekly Wage(c)	111/9	112/6	105/8	102/8	107/1	102/0	109/9
	Working Hours	44.00	44.33	44.00	44.00	44.80	44.00	44.17
	Hourly Wage(c)	2/6½	2/6½	2/4½	2/4	2/4½	2/3½	2/5½
XIV. Miscellaneous ..	Weekly Wage	116/7	115/10	110/10	107/6	114/0	109/7	114/5
	Working Hours	44.00	44.67	44.00	44.65	44.00	43.77	44.26
	Hourly Wage	2/7½	2/7	2/6½	2/5	2/7	2/6	2/7
All Groups(a) ..	Weekly Wage	121/4	119/6	118/0	113/7	121/10	116/6	119/6
All Groups excepting XI and XII (a)	Weekly Wage	121/8	119/8	117/0	111/9	122/8	113/9	119/5
	Working Hours	43.50	43.91	43.18	44.21	43.16	43.39	43.61
	Hourly Wage	2/9½	2/8½	2/8½	2/6½	2/10	2/7½	2/8½

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

(iii) *Adult Females.*—The following table shows the average nominal weekly and hourly rates of wage payable to adult female workers and the weekly hours of labour at 31st December, 1944:—

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

Average Rates of Wage Payable and Weekly Hours of Labour, 31st December, 1944.

Industrial Group.	Particulars.	N.S.W.	Vic.	Qld.	S.A.	W.A.	Tas.	Australia. (a)
III. Food, Drink, etc.	Weekly Wage	61/5	65/0	59/9	55/9	53/11	64/9	62/7
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	1/4½	1/5½	1/4½	1/3½	1/2½	1/5½	1/5
IV. Clothing, Boots, etc.	Weekly Wage	72/0	73/2	75/3	75/3	63/6	71/10	72/9
	Working Hours	44.00	44.00	44.00	44.00	44.00	44.00	44.00
	Hourly Wage	1/7½	1/8	1/8½	1/8½	1/5½	1/7½	1/7½
I., II., V., & VI. All other Manufacturing	Weekly Wage	70/2	75/2	65/0	63/3	..	60/3	71/10
	Working Hours	44.00	44.00	44.00	43.77	..	44.00	43.99
	Hourly Wage	1/7½	1/8½	1/5½	1/6	..	1/4½	1/7½
XIII. Domestic, Hotels, etc.	Weekly Wage(b)	65/4	71/7	68/7	55/8	68/6	63/5	67/1
	Working Hours	43.38	44.00	44.00	44.00	44.00	44.00	43.78
	Hourly Wage(b)	1/6	1/7½	1/6½	1/3½	1/6½	1/5½	1/6½
XIV. Shop Assistants, Clerks, etc.	Weekly Wage	77/0	79/6	81/10	57/8	..	..	76/4
	Working Hours	44.00	45.00	44.00	44.00	..	..	44.36
	Hourly Wage	1/9	1/9½	1/10½	1/3½	..	..	1/8½
All Groups(a) ..	Weekly Wage	71/3	73/11	74/1	65/4	65/10	68/6	71/11
	Working Hours	43.88	44.39	44.00	43.99	44.00	44.00	44.03
	Hourly Wage	1/7½	1/8	1/8½	1/5½	1/6	1/6½	1/7½

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

7. **Adult Male Weekly Wages—States, 1891 to 1944.**—The following table shows the weighted average nominal weekly rates of wage payable to adult male workers in each State from 1891 to 1944. The wages given in this table relate to the 31st December in each year. Index-numbers are also given for each State with the average for Australia in 1911 as base (= 1,000).

Weekly Wage Rates: Adult Males, States.

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

State.	1891.	1901.	1911.	1914.	1920.	1929.	1938.	1939.	1940.	1941.	1942.	1943.	1944.
RATES OF WAGE.													
N.S. Wales ..	44	1 43	11 51	5 56	2 94	0 102	11 95	0 96	7 99	7 105	4 118	3 121	3 121
Victoria ..	40	5 40	9 50	6 54	7 86	1 101	1 91	2 93	5 97	0 104	5 116	7 119	7 119
Queensland ..	46	6 46	2 51	1 53	5 91	6 101	2 95	10 97	5 97	9 101	9 110	2 116	10 118
S. Australia ..	41	7 42	0 51	11 54	5 81	8 97	0 87	7 88	11 92	11 100	3 112	3 113	0 113
W. Australia ..	52	4 53	11 59	0 62	10 89	9 100	7 99	1 100	6 104	0 110	2 117	7 122	2 121
Tasmania ..	38	6 36	10 41	0 52	8 85	9 94	8 88	5 99	4 92	7 99	3 108	2 116	9 116
Australia ..	43	5 43	5 51	3 55	7 89	10 101	2 93	5 95	4 98	1 104	3 115	8 119	5 119

INDEX-NUMBERS.

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

N.S. Wales ..	861	858	1,001	1,096	1,835	2,007	1,854	1,885	1,943	2,056	2,308	2,366	2,367
Victoria ..	789	796	985	1,065	1,679	1,972	1,789	1,823	1,892	2,037	2,275	2,333	2,332
Queensland ..	908	901	997	1,042	1,785	1,975	1,870	1,900	1,968	1,985	2,150	2,279	2,303
S. Australia ..	811	819	1,013	1,062	1,613	1,806	1,700	1,734	1,812	1,957	2,189	2,219	2,216
W. Australia ..	1,022	1,052	1,152	1,226	1,751	1,963	1,923	1,962	2,029	2,149	2,294	2,383	2,377
Tasmania ..	751	719	799	1,028	1,674	1,848	1,725	1,745	1,807	1,937	2,111	2,270	2,273
Australia ..	848	848	1,000	1,085	1,752	1,974	1,823	1,854	1,913	2,034	2,257	2,329	2,332

8. **Adult Male Weekly Wages—Australia—Industrial Groups, 1891 to 1944.**—The following table shows the weighted average nominal weekly wages payable in each industrial group in Australia. The wages relate to the 31st December in each year. Index-numbers are also given for each industrial group with the average for all groups in 1911 as base (= 1,000).

Weekly Wage Rates: Adult Males, Industrial Groups.

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

Industrial Group.	1891.	1901.	1911.	1914.	1920.	1929.	1938.	1939.	1940.	1941.	1942.	1943.	1944.
RATES OF WAGE.													
I. ..	52	5 52	3 57	8 59	6 95	1 104	10 98	2 100	1 102	11 108	5 118	2 121	0 121
II. ..	47	5 48	5 54	6 57	9 92	5 103	6 97	8 99	3 102	5 110	0 118	11 121	1 121
III. ..	38	2 44	7 50	9 55	8 89	3 100	10 95	2 96	9 99	3 106	1 114	3 117	8 118
IV. ..	36	8 36	3 50	3 53	0 86	5 99	6 91	9 93	2 96	4 105	7 116	10 119	7 119
V. ..	53	5 51	0 58	11 63	10 99	6 119	1 112	0 114	3 116	0 119	6 131	4 135	4 131
VI. ..	46	4 46	5 51	11 56	0 88	11 104	2 94	4 95	8 99	0 107	0 116	4 118	9 118
VII. ..	50	6 53	10 62	1 65	5 95	7 113	0 104	6 106	5 109	11 116	11 127	3 128	11 129
VIII. ..	58	1 54	8 61	2 65	2 103	10 110	7 108	2 109	1 111	10 115	1 123	0 126	6 126
IX. ..	50	10 52	4 57	0 59	8 93	1 105	2 95	5 96	6 100	3 108	8 118	9 121	9 121
X. ..	39	6 40	9 46	7 52	8 87	3 96	9 91	7 92	10 96	3 101	11 110	3 112	0 112
XI. ..	38	2 38	5 44	7 49	10 88	0 107	0 97	6 98	6 102	6 106	9 119	9 122	10 122
XII. ..	34	10 32	1 43	0 49	5 87	1 95	6 82	3 84	0 85	8 93	6 111	8 118	11 119
XIII. ..	32	10 30	8 45	5 47	11 80	6 92	6 88	3 80	11 93	0 107	10 107	5 109	3 109
XIV. ..	39	7 38	10 47	7 54	0 84	11 96	8 90	5 92	10 96	3 101	2 111	1 114	3 114
ALL GROUPS	43	5 43	5 51	3 55	7 89	10 101	2 93	5 95	4 98	1 104	3 115	8 119	5 119

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

Industrial Group.	1891.	1901.	1911	1914.	1920.	1929.	1938.	1939	1940.	1941.	1942.	1943	1944.
INDEX-NUMBERS.													
<i>(Base : Weighted average for Australia (51s. 3d.) 1911 = 1,000.)</i>													
I. Wood, Furniture, etc.	1,023	1,011	1,125	1,161	1,855	2,046	1,916	1,953	2,008	2,116	2,306	2,362	2,563
II. Engineering, Metal Works, etc.	931	915	1,064	1,127	1,803	2,010	1,906	1,936	1,998	2,147	2,321	2,366	2,564
III. Food, Drink, etc.	745	871	991	1,085	1,742	1,907	1,857	1,888	1,937	2,071	2,229	2,290	2,303
IV. Clothing, Hats, Boots, etc.	716	704	981	1,034	1,687	1,943	1,790	1,817	1,880	2,060	2,280	2,331	2,321
V. Books, Printing, etc.	1,043	990	1,149	1,246	1,941	2,323	2,185	2,229	2,264	2,332	2,562	2,644	2,627
VI. Other Manufacturing	904	907	1,013	1,093	1,736	1,994	1,840	1,867	1,931	2,088	2,270	2,316	2,315
VII. Building	986	1,050	1,213	1,276	1,865	2,205	2,039	2,076	2,145	2,282	2,484	2,511	2,518
VIII. Mining	1,131	1,067	1,194	1,272	2,026	2,157	2,111	2,142	2,182	2,245	2,415	2,168	2,477
IX. Rail and Tram Services	992	1,021	1,113	1,164	1,816	2,052	1,862	1,884	1,957	2,121	2,316	2,371	2,377
X. Other Land Transport	772	795	910	1,026	1,702	1,888	1,787	1,812	1,878	1,989	2,151	2,181	2,188
XI. Shipping, etc.	745	751	871	972	1,716	2,087	1,902	1,922	2,001	2,082	2,336	2,300	2,383
XII. Agricultural, Pastoral, etc.	680	627	839	965	1,699	1,863	1,604	1,639	1,671	1,825	2,179	2,321	2,328
XIII. Domestic, Hotels, etc.	641	598	887	935	1,571	1,804	1,722	1,755	1,815	1,908	2,005	2,144	2,142
XIV. Miscellaneous	773	759	929	1,054	1,656	1,886	1,764	1,811	1,878	1,974	2,167	2,231	2,232
All Groups	848	848	1,000	1,085	1,752	1,974	1,823	1,858	1,913	2,034	2,257	2,324	2,332

9. Adult Male Hourly Wages—States, 1914-1944.—The following table shows the weighted average nominal hourly rates of wage payable to adult male workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

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

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia
RATES OF WAGE.							
30th April, 1914 ..	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
31st December, 1921	2 1½	2 0½	2 2	2 1	2 1	2 1	2 0½
" " 1929	2 4	2 2½	2 4	2 1½	2 2½	2 0½	2 3
" " 1933	1 11	1 8	2 0½	1 7½	1 10	1 8½	1 9½
" " 1934	1 11½	1 8½	2 0½	1 7½	1 10½	1 8½	1 10½
" " 1935	1 11½	1 9	2 1	1 8½	1 11½	1 9½	1 10½
" " 1936	2 0½	1 10	2 1	1 9	2 0½	1 9½	1 11½
" " 1937	2 2½	1 11½	2 2½	1 10½	2 1½	1 11	2 0½
" " 1938	2 3	2 0½	2 3	1 10½	2 3½	1 11½	2 1½
" " 1939	2 3½	2 1½	2 3½	1 11½	2 4	2 0	2 2½
" " 1940	2 4½	2 2½	2 3½	2 1	2 5	2 1½	2 3½
" " 1941	2 5½	2 5	2 5½	2 3½	2 7½	2 3	2 5½
" " 1942	2 8½	2 8½	2 7½	2 6	2 9½	2 6½	2 8
" " 1943	2 9½	2 8½	2 8½	2 6½	2 10½	2 7½	2 8½
" " 1944	2 9½	2 8½	2 8½	2 6½	2 10	2 7½	2 8½

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

Hourly Wage Rates : Adult Males, States—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (13.96d.) 30th April, 1914 = 1,000.)							
30th April, 1914 ..	998	980	963	991	1,170	933	1,000
31st December, 1921	1,817	1,741	1,865	1,637	1,796	1,675	1,779
" " 1929	2,011	1,895	2,001	1,808	1,923	1,751	1,940
" " 1933	1,655	1,438	1,775	1,372	1,571	1,463	1,567
" " 1934	1,676	1,484	1,782	1,410	1,624	1,494	1,594
" " 1935	1,703	1,496	1,782	1,476	1,689	1,519	1,623
" " 1936	1,731	1,567	1,787	1,500	1,776	1,552	1,670
" " 1937	1,878	1,676	1,875	1,602	1,804	1,643	1,779
" " 1938	1,935	1,741	1,934	1,638	1,968	1,671	1,840
" " 1939	1,963	1,834	1,979	1,692	2,001	1,717	1,903
" " 1940	2,038	1,920	1,986	1,796	2,080	1,805	1,973
" " 1941	2,138	2,071	2,092	1,956	2,240	1,938	2,098
" " 1942	2,339	2,302	2,232	2,153	2,381	2,165	2,295
" " 1943	2,401	2,342	2,307	2,183	2,448	2,260	2,352
" " 1944	2,405	2,343	2,329	2,173	2,443	2,254	2,355

10. Adult Female Hourly Wages—States, 1914 to 1944.—The following table shows the weighted average nominal hourly rates of wage payable to adult female workers in each State at the dates specified. Index-numbers are also given for each State with the average for Australia at 30th April, 1914 as base (= 1,000).

Hourly Wage Rates : Adult Females, States.

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
RATES OF WAGE.							
30th April, 1914 ..	s. d. 0 6½	s. d. 0 6½	s. d. 0 6½	s. d. 0 5½	s. d. 0 9½	s. d. 0 6	s. d. 0 6½
31st December, 1921	1 1	1 0½	1 1½	0 11½	1 2½	1 0	1 0½
" " 1929	1 2½	1 2½	1 3	1 1½	1 3½	1 2	1 2½
" " 1933	0 11½	0 11½	1 0½	0 10½	1 0½	0 11½	0 11½
" " 1934	1 0	0 11½	1 1	0 11	1 1	0 11½	1 0
" " 1935	1 0½	0 11½	1 1	0 11½	1 1	0 11½	1 0
" " 1936	1 0½	1 0½	1 1½	0 11½	1 1½	1 0	1 0½
" " 1937	1 1½	1 1½	1 2	1 0½	1 1½	1 0½	1 1½
" " 1938	1 2½	1 1½	1 2½	1 0½	1 2½	1 1½	1 1½
" " 1939	1 2½	1 2	1 3	1 1	1 2½	1 1½	1 2½
" " 1940	1 3	1 2½	1 3½	1 1½	1 3½	1 2½	1 2½
" " 1941	1 3½	1 3½	1 4½	1 3	1 4½	1 3½	1 3½
" " 1942	1 5½	1 5½	1 6	1 4½	1 5½	1 4½	1 5½
" " 1943	1 6½	1 7	1 7	1 4½	1 6½	1 5½	1 6½
" " 1944	1 7½	1 8	1 8½	1 5½	1 6	1 6½	1 7½

RATES OF WAGE AND HOURS OF LABOUR.

Hourly Wage Rates : Adult Females. States—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (6.64d.), 30th April, 1914 = 1,000.)							
30th April, 1914 ..	980	1,021	976	881	1,386	920	1,000
31st December, 1921	1,965	1,878	1,989	1,770	2,215	1,794	1,923
" " 1929	2,218	2,154	2,252	2,015	2,333	2,108	2,182
" " 1933	1,776	1,700	1,919	1,611	1,916	1,691	1,752
" " 1934	1,819	1,738	1,956	1,699	1,947	1,730	1,797
" " 1935	1,848	1,758	1,971	1,721	1,947	1,759	1,818
" " 1936	1,875	1,883	1,985	1,700	2,018	1,803	1,881
" " 1937	2,066	1,985	2,107	1,839	1,990	1,938	2,017
" " 1938	2,134	2,050	2,196	1,878	2,164	1,991	2,084
" " 1939	2,193	2,107	2,267	1,952	2,217	2,032	2,145
" " 1940	2,256	2,184	2,298	2,069	2,361	2,181	2,220
" " 1941	2,387	2,387	2,444	2,274	2,477	2,324	2,387
" " 1942	2,630	2,657	2,726	2,173	2,636	2,517	2,642
" " 1943	2,798	2,860	2,866	2,514	2,730	2,599	2,806
" " 1944	2,934	3,024	3,042	2,685	2,703	2,813	2,952

II. Nominal Hours of Labour—Adult Males, States.—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult female workers in each State and Australia at 30th April, 1914, and at 31st December, 1921 to 1944. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
HOURS OF LABOUR.							
30th April, 1914 ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
31st December, 1921	45.66	46.95	45.52	47.07	46.24	46.84	46.22
" " 1929	44.14	46.83	43.96	46.83	45.58	47.09	45.34
" " 1933	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1934	44.23	46.82	44.00	46.83	45.51	46.77	45.36
" " 1935	44.18	46.69	43.69	46.63	45.48	46.75	45.26
" " 1936	44.08	46.41	43.69	46.55	45.30	46.33	45.09
" " 1937	44.07	46.22	43.68	46.57	45.25	46.24	45.03
" " 1938	44.01	45.75	43.67	46.31	44.34	46.00	44.82
" " 1939	43.92	44.61	43.46	45.83	44.33	45.33	44.29
" " 1940	43.70	44.28	43.46	45.23	44.09	44.92	44.04
" " 1941	43.68	44.12	43.43	44.49	43.13	44.42	43.83
" " 1942	43.52	43.94	43.32	44.25	43.11	43.51	43.65
" " 1943	43.52	43.94	43.18	44.21	43.11	43.37	43.62
" " 1944	43.50	43.91	43.18	44.21	43.11	43.39	43.61

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

Hours of Labour (excluding Overtime): Adult Males, States—continued.

Date.	New South Wales.	Victoria	Queensland.	South Australia	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base : Weighted Average for Australia (48.93), 30th April, 1914 = 1,000.)							
30th April, 1914 ..	1,010	997	997	993	976	994	1,000
31st December, 1921	933	960	930	962	945	957	945
" " 1929	902	957	898	957	932	962	927
" " 1933	904	957	899	957	930	956	927
" " 1934	904	957	899	957	930	956	927
" " 1935	903	954	893	953	929	955	925
" " 1936	901	948	893	951	926	947	922
" " 1937	901	945	893	952	925	945	920
" " 1938	899	935	893	946	906	940	916
" " 1939	898	912	888	937	906	926	905
" " 1940	893	905	888	924	901	918	900
" " 1941	893	902	888	909	881	908	896
" " 1942	889	898	885	904	881	889	892
" " 1943	880	898	882	904	882	886	891
" " 1944	889	897	882	904	882	887	891

12. Nominal Hours of Labour—Adult Females, States.—The following table shows the weighted average nominal hours of labour (excluding overtime) in a full working week for adult female workers in each State and Australia at 30th April, 1914, and at 31st December, 1921 to 1944. Index-numbers are given for each State with the weighted average hours of labour for Australia at 30th April, 1914, as base (= 1,000).

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

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

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
HOURS OF LABOUR.							
30th April, 1914 ..	49.34	48.54	49.32	49.33	48.69	50.76	49.08
31st December, 1921	45.00	46.04	45.66	46.10	45.97	47.86	45.69
" " 1929	43.93	45.40	44.01	46.03	45.57	46.07	44.79
" " 1933	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1934	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1935	43.93	45.44	44.03	46.03	45.57	46.07	44.81
" " 1936	43.93	44.94	44.03	46.03	45.57	45.24	44.60
" " 1937	43.92	44.76	44.03	46.02	45.57	45.24	44.52
" " 1938	43.88	44.63	44.03	45.96	45.38	45.10	44.44
" " 1939	43.88	44.42	44.01	45.96	45.38	45.10	44.36
" " 1940	43.88	44.19	44.01	45.47	44.00	44.00	44.15
" " 1941	43.88	44.19	44.00	44.00	44.00	44.00	44.03
" " 1942	43.88	44.19	44.00	44.00	44.00	44.00	44.03
" " 1943	43.88	44.19	44.00	44.00	44.00	44.00	44.03
" " 1944	43.88	44.19	44.00	43.99	44.00	44.00	44.03

Hours of Labour (excluding Overtime) : Adult Females, States—continued.

Date.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	Australia.
INDEX-NUMBERS.							
(Base : Weighted average for Australia (49.08) 30th April, 1914 = 1,000.)							
30th April, 1914 ..	1,005	989	1,005	1,005	992	1,034	1,000
31st December, 1921	918	938	930	939	937	975	931
" " 1929	895	925	897	938	928	939	913
" " 1933	895	926	897	938	928	939	913
" " 1934	895	926	897	938	928	939	913
" " 1935	895	926	897	938	928	939	913
" " 1936	895	916	897	938	928	922	909
" " 1937	895	912	897	938	928	922	907
" " 1938	894	909	897	936	925	919	905
" " 1939	894	905	897	936	925	919	904
" " 1940	894	900	897	926	896	896	900
" " 1941	894	900	896	896	896	896	897
" " 1942	894	900	896	896	896	896	897
" " 1943	894	900	896	896	896	896	897
" " 1944	894	900	896	896	896	896	897

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

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

(ii) *Nominal Weekly Wage Index-numbers—Adult Males, States, 1901 to 1944.*—The following table shows for the period 1901 to 1944 the weighted average nominal weekly rates of wage in each State, the weighted average rate for Australia in 1911 being taken as the base (= 1,000). The index-numbers for 1901 and 1911 are based on rates current at the end of December, annual averages not being available. For 1914 and subsequent years, however, the index-numbers have been computed from the average of the rates current at the end of each quarter.

* For explanation of "A" and "C" series, see pages 35 and 36.

Nominal Wage Index-Numbers: Adult Males, States.

(Base: Weighted Average Weekly Wage for Australia, 1911 = 1,000.)

State.	1901.	1911.	1914.	1921.	1929.	1936.	1937.	1938.	1939	1940.	1941.	1942.	1943	1944.
N.S. Wales ..	858	1,003	1,093	1,862	2,012	1,654	1,723	1,829	1,874	1,920	2,024	2,210	2,357	2,365
Victoria ..	796	985	1,062	1,803	1,964	1,583	1,665	1,755	1,808	1,865	1,984	2,172	2,339	2,323
Queensland ..	901	997	1,035	1,879	1,976	1,728	1,774	1,851	1,883	1,903	1,981	2,091	2,207	2,288
S. Australia ..	819	1,013	1,061	1,697	1,891	1,533	1,608	1,688	1,725	1,764	1,897	2,065	2,212	2,212
W. Australia ..	1,052	1,152	1,223	1,832	1,960	1,739	1,790	1,876	1,956	1,999	2,106	2,215	2,349	2,368
Tasmania ..	719	799	1,027	1,745	1,840	1,610	1,656	1,718	1,738	1,787	1,895	2,057	2,106	2,268
Australia ..	848	1,000	1,081	1,826	1,972	1,638	1,707	1,799	1,816	1,889	1,997	2,164	2,309	2,326

(iii) *Effective or Real Wage Index-numbers—Adult Males, States—1901-1944.*—In obtaining the effective wage index-numbers in the following tables the nominal wage index-numbers shown above have been divided by the corresponding retail price index-numbers for the capital city and multiplied by 1,000.

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

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

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

State.	1901.	1911.	1914	1921.	1928	1929	1930	1931.	1932.	1933	1934	1935.	1936	1937.
N.S. Wales..	961	973	906	1,079	1,089	1,050	1,107	1,160	1,150	1,138	1,101	1,095	1,090	1,107
Victoria ..	915	1,037	961	1,038	1,120	1,084	1,158	1,162	1,126	1,139	1,114	1,092	1,075	1,099
Queensland ..	1,172	1,090	1,038	1,244	1,236	1,220	1,317	1,345	1,376	1,417	1,377	1,321	1,261	1,237
S. Australia ..	948	957	929	1,027	1,080	1,067	1,166	1,178	1,133	1,152	1,144	1,149	1,143	1,151
W. Australia ..	1,024	1,023	1,070	1,139	1,156	1,143	1,229	1,232	1,212	1,246	1,221	1,260	1,251	1,253
Tasmania ..	827	838	912	977	1,099	1,064	1,111	1,104	1,067	1,094	1,086	1,090	1,094	1,088
Australia ..	964	1,000	948	1,076	1,115	1,082	1,152	1,185	1,168	1,178	1,148	1,135	1,121	1,133

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

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

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

State.	1911.	1914.	1921.	1928.	1929.	1936.	1937.	1938.	1939	1940.	1941.	1942.	1943.	1944.
N.S. Wales	925	1,073	1,150	1,130	1,150	1,168	1,207	1,207	1,187	1,187	1,204	1,234	1,247
Victoria	954	1,084	1,188	1,164	1,131	1,155	1,180	1,180	1,167	1,167	1,190	1,233	1,234
Queensland	1,022	1,227	1,306	1,290	1,296	1,277	1,311	1,306	1,264	1,240	1,221	1,241	1,288
S. Australia	914	1,034	1,106	1,099	1,101	1,128	1,146	1,147	1,136	1,158	1,159	1,209	1,214
W. Australia	1,043	1,096	1,155	1,142	1,210	1,242	1,281	1,308	1,293	1,279	1,259	1,282	1,292
Tasmania	902	984	1,123	1,108	1,128	1,141	1,167	1,153	1,139	1,142	1,150	1,184	1,237
Australia ..	1,000	948	1,087	1,172	1,151	1,162	1,178	1,209	1,211	1,190	1,194	1,196	1,231	1,246

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

(iv) *Effective or Real Wage Index-numbers—Adult Males, Australia—1901-1944.* In the following table similar index-numbers are given for Australia as a whole under both the "A" and "C" series. These are obtained by dividing the nominal wage index-numbers for Australia for the year concerned by the corresponding retail price index-numbers for the six capital cities and multiplying by 1,000.

Nominal and Effective or Real Wage Index-Numbers for Adult Males (Full Work).^(a)
(Base: Weighted average real wage in Australia in 1911 = 1,000.)

Year.	Nominal Weekly Wage Index-numbers.	Retail Price Index-numbers.		Effective or Real Wage Index-numbers, i.e., relative purchasing power over regimen of—	
		"A" Series (Food, Groceries and Rent of All Houses).	"C" Series (All Items).	"A" Series.	"C" Series.
1901..	848	880	..	964	..
1910..	955	970	..	985	..
1911..	1,000	1,000	(1,000)	1,000	(1,000)
1912..	1,051	1,101	..	955	..
1913..	1,076	1,104	..	975	..
1914..	1,081	1,140	1,140	948	948
1915..	1,092	1,278	1,297	854	842
1916..	1,144	1,324	1,319	864	867
1917..	1,226	1,318	1,406	930	872
1918..	1,270	1,362	1,501	932	846
1919..	1,370	1,510	1,695	907	808
1920..	1,627	1,785	1,935	911	841
1921..	1,826	1,697	1,680	1,076	1,087
1922..	1,801	1,600	1,619	1,126	1,112
1923..	1,805	1,700	1,664	1,062	1,085
1924..	1,840	1,681	1,637	1,095	1,124
1925..	1,861	1,722	1,654	1,081	1,125
1926..	1,914	1,786	1,677	1,072	1,141
1927..	1,946	1,766	1,662	1,102	1,171
1928..	1,963	1,760	1,675	1,115	1,172
1929..	1,972	1,822	1,713	1,082	1,151
1930..	1,939	1,683	1,618	1,152	1,198
1931..	1,752	1,479	1,448	1,185	1,210
1932..	1,639	1,493	1,377	1,168	1,190
1933..	1,584	1,345	1,335	1,178	1,187
1934..	1,590	1,385	1,355	1,148	1,173
1935..	1,612	1,420	1,380	1,135	1,169
1936..	1,638	1,461	1,409	1,121	1,162
1937..	1,707	1,507	1,448	1,133	1,178
1938..	1,799	(b)	1,488	(b)	1,209
1939..	1,846	(b)	1,526	(b)	1,211
1940..	1,889	(b)	1,588	(b)	1,190
1941..	1,997	(b)	1,673	(b)	1,194
1942..	2,164	(b)	1,809	(b)	1,196
1943..	2,309	(b)	1,876	(b)	1,231
1944..	2,326	(b)	1,867	(b)	1,246

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

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

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

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

As retail prices fell slightly in 1944, while nominal wages rose, the *effective* wage index-number rose from 1,231 to 1,246 under the "C" series.

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

The following table shows the total recorded value of production valued as in the principal markets as ascertained from various sources during the years specified:—

Estimated Gross Value of Australian Production.
(Recorded Industries.)

Year.	Agricultural.	Pastoral.	Dairy, Poultry and Bee Farming.	Forestry and Fisheries.	Mining.	Manufacturing. (a)	Total
	£'000.	£'000.	£'000.	£'000.	£'000.	£'000.	£'000.
1906 ..	25,349	45,389	13,611	4,879	26,643	31,172	147,043
1911 ..	38,774	52,729	20,154	5,868	23,303	47,531	188,359
1913 ..	46,162	63,146	21,682	6,626	25,594	57,674	220,884
1914 ..	36,052	67,085	22,504	6,853	22,054	59,004	213,552
1916 ..	61,255	83,054	27,931	6,062	23,192	60,502	261,996
1920-21 ..	112,801	90,641	52,613	11,136	21,675	101,778	390,644
1921-22 ..	81,890	75,054	44,417	10,519	20,029	112,517	344,426
1922-23 ..	84,183	97,127	43,542	11,124	20,281	123,188	379,445
1923-24 ..	81,166	110,216	42,112	11,866	22,184	132,732	400,276
1924-25 ..	107,163	127,301	45,190	12,357	24,592	137,977	454,580
1925-26 ..	89,267	113,556	48,278	12,784	24,529	143,256	431,670
1926-27 ..	98,295	111,716	46,980	12,790	23,939	153,634	447,354
1927-28 ..	84,328	124,554	50,261	12,181	23,015	158,562	452,901
1928-29 ..	89,440	116,733	50,717	11,617	19,539	159,759	447,805
1929-30 ..	77,109	84,563	49,398	11,371	17,912	149,184	389,537
1930-31 ..	70,500	69,499	43,067	8,313	15,361	112,966	319,706
1931-32 ..	74,489	61,540	41,478	7,703	13,352	106,456	305,018
1932-33 ..	75,562	64,851	39,622	8,470	15,583	114,136	318,224
1933-34 ..	70,731	95,613	40,306	9,605	17,608	123,355	357,218
1934-35 ..	68,587	74,556	44,703	10,856	19,949	137,638	356,349
1935-36 ..	75,388	91,286	47,533	11,424	23,248	155,891	404,770
1936-37 ..	91,403	105,499	49,886	11,765	27,381	170,811	456,744
1937-38 ..	93,229	100,794	57,641	14,755	32,434	188,061	486,915
1938-39 ..	76,851	84,805	60,404	14,634	32,463	195,746	464,993
1939-40 ..	95,784	104,972	62,070	15,347	36,839	212,488	527,500
1940-41(b)	70,406	110,959	62,629	17,179	40,003	248,751	549,927
1941-42(b)	94,778	120,000	64,731	18,671	41,257	306,426	645,863
1942-43(b)	111,535	133,246	73,644	19,392	38,462	341,106	717,385
1943-44(b)	112,860	137,906	77,450	18,105	33,741	355,223	735,375

(a) Value added in process of manufacture.

(b) Subject to revision.

In the absence of a satisfactory measure of the total *quantity* of recorded production, the retail price index-numbers have been applied to the value of production, in the same manner as they have been applied to nominal wages, to measure their relative purchasing power. The results may be taken to indicate the purchasing power in retail prices of the things produced and for convenience will hereafter be called *real* production. Owing to the discontinuance in 1938 of the "A" series retail price index-number it is not now possible to continue the measurement on the basis of this series.

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

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

The two tables tell different stories. Before unemployment became severe in 1930, *real* production per head (as shown in the last column of the first table) had remained substantially steady with minor fluctuations since 1906. Whatever gain had been made in productive efficiency had been largely counterbalanced by the gradual change over from production of goods to production of services. Coincident with the heavy increase in unemployment between the years 1930 and 1933, the maximum being reached in 1932, the index-number fell sharply from its normal level of about 100 to 78 in 1930-31. This would imply a fall in average *real* income of nearly one-fourth from the normal level taking unemployment into account. Apart from a slight recession in 1934-35 due to a drop in wool values the index-number rose continuously from 1931-32 onwards; the pre-depression level was reached in 1935-36 and the peak of 1924-25 was exceeded in 1937-38. This upward movement was interrupted in 1938-39 and 1940-41 but recovered to a new high level in 1941-42 and continued in 1942-43 and 1943-44. During the latter year, the rise in prices in all branches of primary production except gold coincided with a greater quantity output in all branches of production except mining, and with increased activity in manufacturing. As the retail price index showed little change compared with the previous year the *real* production per head of population rose by 1.3 per cent. to a peak higher than any previously attained.

The index-number of *real* production per person engaged (as given in the last column of the second table (II.)) shows on the other hand, an appreciable upward tendency. It rose steeply during the 1914-1919 War,

as might have been expected, fell somewhat after the war, and recovered again. In 1929-30 the fall was substantial, due partly to the lag in the fall of retail prices. The index-number increased during the next four years to 126, only to fall again in 1934-35 with the fall in wool prices during that year. During the following four pre-war years a fall was recorded for one year only (1938-39). During the war-years up to and including 1943-44 increases were recorded except in 1940-41. The index-number of 147 for 1943-44 represents a record high level, and an increase of over 18 per cent, compared with 1938-39. This figure for *real* production per person engaged implies a high *real* wage for *those in employment*, and is consistent with available information concerning rate of *effective* or *real* wages, which has maintained in recent years the high level reached in the years 1927 to 1929.

I.—Production per Head of Population.

Year.	Gross Value of Material Production.			Retail Price Index-Numbers (a) 1911=1,000.		Real Production per head of population (1911=100) measured in purchasing power over regimen of—	
	Total.	Per head of population.		"A" Series.	"C" Series.	"A" Series.	"C" Series.
		Actual.	Index-Number. 1911=100				
	£'000.	£					
1906 ..	147,043	35.9	87	902	..	97	..
1911 ..	188,359	41.2	100	1,000	(1,000)	100	100
1913 ..	220,884	45.1	110	1,104	..	99	..
1914 ..	213,552	43.0	104	1,140	1,140	92	92
1916 ..	261,996	53.3	129	1,324	1,319	98	98
1919-20..	343,697	64.9	158	1,624	1,695	97	93
1920-21..	390,644	72.2	175	1,821	1,935	96	91
1921-22..	344,426	62.5	152	1,600	1,680	95	90
1922-23..	379,445	67.4	163	1,642	1,619	100	101
1923-24..	400,276	69.6	169	1,714	1,664	99	102
1924-25..	454,580	77.3	188	1,690	1,637	111	115
1925-26..	431,670	72.0	175	1,766	1,673	99	104
1926-27..	447,354	73.1	178	1,763	1,663	101	107
1927-28..	452,901	72.5	176	1,776	1,676	99	105
1928-29..	447,805	70.5	171	1,785	1,693	96	101
1929-30..	389,537	60.6	147	1,783	1,688	83	87
1930-31..	319,706	49.2	120	1,574	1,528	76	78
1931-32..	305,018	46.5	113	1,432	1,406	79	80
1932-33..	318,224	48.2	117	1,358	1,344	86	87
1933-34..	357,218	53.7	130	1,365	1,344	96	97
1934-35..	356,349	53.2	129	1,399	1,366	92	95
1935-36..	404,770	60.0	146	1,437	1,392	101	105
1936-37..	456,745	67.1	163	1,489	1,431	110	114
1937-38..	486,914	70.9	172	1,530	1,467	112	117
1938-39..	464,993	67.1	163	(b)	1,512	(b)	108
1939-40..	527,500	75.4	183	(b)	1,545	(b)	119
1940-41..	549,927	78.4	190	(b)	1,634	(b)	117
1941-42..	645,863	90.1	219	(b)	1,730	(b)	126
1942-43..	717,385	99.7	242	(b)	1,864	(b)	130
1943-44..	735,375	101.2	246	(b)	1,868	(b)	132

(a) For explanation of "A" and "C" series, see pages 35 and 36.

(b) Not available.

II.—Production per Person Engaged.

Year.	Number engaged in Material Production (a)	Value of Material Production per person engaged in Production (a)		Real Production per person engaged (1911=100) measured in retail purchasing power over regimen of—(b)	
		Actual.	Index-Number, 1911=100.	"A" Series.	"C" Series.
	'000.	£			
1906..	659	223	87	96	..
1911..	728	257	100	100	100
1913..	756	290	113	102	..
1914..	733	289	113	99	99
1916..	685	381	148	112	112
1920-21	760	510	199	109	103
1921-22	775	441	172	107	102
1922-23	793	475	185	113	114
1923-24	810	491	191	111	115
1924-25	826	547	213	126	130
1925-26	831	515	201	114	120
1926-27	841	527	205	116	123
1927-28	838	536	209	118	125
1928-29	830	536	209	117	123
1929-30	803	482	187	105	110
1930-31	728	431	168	108	112
1931-32	741	411	160	112	114
1932-33	781	407	158	117	118
1933-34	815	437	170	125	126
1934-35	862	412	160	115	117
1935-36	901	448	174	121	125
1936-37	930	491	191	128	134
1937-38	961	504	196	128	134
1938-39	962	481	187	(c)	124
1939-40	979	536	209	(c)	135
1940-41	1,016	538	210	(c)	128
1941-42	1,029	624	243	(c)	140
1942-43	1,023	697	271	(c)	146
1943-44	1,042	706	275	(c)	147

(a) Vide following explanatory remarks. (b) Derived through Retail Price Indexes shown in previous table. For explanation of "A" and "C" series, see pages 35 and 36. (c) Not available.

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

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

I. The Basic Wage.—(i) General.—The "basic" wage is determined by industrial tribunals in Australia operating under Commonwealth and State Arbitration Acts. In the industrial legislation of New South Wales*,

* See p. 85 for modification of provision.

Queensland, South Australia and Western Australia, provision is made for the tribunals appointed under the Acts to determine the basic rates of wage to be paid to adult unskilled workers. In Tasmania provision for the declaration of a basic rate of wage is not included in the industrial Acts in force. The Wages Board system operates in this State, and each Wages Board determines the rate of wage to be paid to the unskilled worker when the determination for an industry or calling is under review. In Victoria, however, the same Wages Board system exists, but by amendments of the Factories Act, operative from 17th October, 1934 (*vide* p. 86), Wages Boards are obliged to adopt the same rates as those determined by the Commonwealth Arbitration Court for similar industries.

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

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

- (a) New South Wales—Industrial Arbitration Act 1940-1943.
- (b) Victoria—Factories and Shops Act, 1928-1945.
- (c) Queensland—Industrial Conciliation and Arbitration Act 1932-1945.
- (d) South Australia—The Industrial Code 1920-1937.
- (e) Western Australia—Industrial Arbitration Act 1912-1941.

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

* 2 C.A.R., pp. 1-38.

† The average number of dependent children per family was apparently regarded by the Court as about three, although statistical information available at the time did not permit of exact figures being ascertained. The 1911 Census disclosed, however, that the average issue of husbands aged 35-39 in the wage and salary earning group (excluding unemployed) was 3.00 children of all ages, and some such figure was probably in the mind of the Court. The only figures available from the 1921 Census for dependent children under 14 years for the wage and salary earning group (including unemployed) were—per male householder, 1.55, and an estimate per adult male of 1.0. The average numbers of dependent children under sixteen years for the wage and salary earning group (including unemployed) at the 1933 Census were as follows—per adult married male, 1.45, and per adult male, 0.91. The following are the estimated numbers of dependent children under fourteen years for the same group—per adult married male, 1.27, and per adult male, 0.80. See however, page 76 for Court's interpretation in 1940 Basic Wage Inquiry of the real basis of this wage.

the "Harvester" wage. According to a rough allocation by the Judge, the constituent parts of this amount were £1 5s. 5d. for food, 7s. for rent, and 9s. 7d. for all other expenditure.

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

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

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

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

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

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

‡ Awarded by Mr. Justice Powers in the Gas Workers' Case (16 C.A.B., p. 32).

power as disclosed by the "A" series retail price index-numbers, and of basing the adjustments on the index-number for the quarter in place of that of the previous calendar year or the year ended the preceding quarter.

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

The adequacy or otherwise of the "Harvester" standard was the subject of much discussion during the period of its operation, the author of the judgment himself urging on several occasions the need for its review. The abnormal conditions during and for some time after the War of 1914-19 hindered such a review, which was regarded as less urgent by reason of the fact that wages throughout Australia were being automatically adjusted to changes in retail prices. A Royal Commission, however, was appointed in 1919 to assess a basic wage, but although its recommendations were not carried out (owing mainly to the considerable advance the amounts recommended represented over current rates and the grave doubts expressed as to the ability of industry to pay such rates, the two Reports of the Commission of 1920 and 1921 comprise a most valuable contribution on the subject of the basic wage in Australia, and a *résumé* of its findings is given on page 90.

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

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

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

Six Capital cities, 65s.

* 30 C.A.R., p. 1; 31 C.A.R., p. 305.

† 33 C.A.R. p. 144.

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

Comparison of Basic Rates awarded for Capital Cities.

City.	New Rates Awarded 1st May 1934; "C" Series.	Rates being paid prior to 1st May, 1934 (a)		Increase or Decrease.			
		Under "D" Series less 10 per cent. "cut".	Under "A" Series (Full).	Over "D" Series.		Over "A" Series.	
				Full.	Less 10 per cent. "cut".	Full.	Less 10 per cent. "cut".
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Sydney	67 0	66 11	72 0	-7 4	0 1	-5 0	+2 2
Melbourne ..	64 0	63 4	67 6	-6 4	0 8	-3 6	+3 3
Brisbane .. .	61 0	59 4	62 0	-4 11	1 8	-1 0	+5 2
Adelaide .. .	64 0	60 2	63 0	-2 10	3 10	+1 0	+7 4
Perth	66 0	50 3	64 0	+0 2	6 9	+2 0	+8 5
Hobart	67 0	64 10	70 0	-5 0	2 2	-3 0	+4 0
Six Capitals ..	65 0	63 9	68 0	-5 10	1 3	-3 0	+3 10

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

NOTE.—For explanation of the "A", "C" and "D" series see pp. 35 to 37 of this Report.

The 10 per cent. special reduction in wages referred to above ceased to operate upon the introduction of the new rates, and the basis of the periodical adjustments to retail price variations was transferred from the "A" and the "D" series to the "C" series of index-numbers. The latter series covers Food and Groceries; Rent of 4 and 5-roomed Houses; Clothing; Fuel; Light; Household Utensils; Household Drapery; Fares; and other Miscellaneous household requirements. The base of the table (1,000) was taken by the Court as equal to 81s. per week. This gave the above rates in Column 2 for the capital cities, on the basis of their respective index-numbers. In effect the new rate for the six capital cities was the same as that previously paid under the "A" series, without the "Powers" 3s., and without the 10 per cent. reduction. Certain towns gained and others lost in comparison with rates under the "A" series, owing to the different relationship of towns under the "A" and the "C" series.

In view, however, of the fact that the vast majority of workers affected were being paid the rates shown in Column 3 under the "D" Series Retail Price Index (which rates allowed for the 10 per cent. "Cut" in wages), the differences compared with the full basic wages standard established by the Court from 1st May, 1933, by means of this Series were as shown in Column 5. The full rates under this Series may be obtained by adding one-ninth to the rates in Column 3.

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

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

* 37 C.A.R., p. 583.

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

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

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

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

The above were not to apply to railway employees, to whom the Court granted "loadings" of 5s. in New South Wales and Victoria, and 3s. in South Australia and Tasmania. Workers in the provincial towns were to receive "loadings"—6s. in New South Wales, Victoria and Queensland; and 4s. in South Australia, Western Australia and Tasmania. Wages based on "combination" index-numbers covering four, five or six capital cities, or the 30 towns, would receive a "loading" of 5s. per week. The maritime workers were granted a "loading" of 21s. 6d. per month, and the pastoral workers received increases proportionate to the increase of the flat basic rate, from 68s. to 77s. in respect of the basis of piece-work rates, and of 3s. per week for station hands.

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

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

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

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

(d) The basis of the adjustment of wages in accordance with the variations shown by retail price index-numbers was transferred from the "C" series to a special "Court" series based upon the "C" series, for an explanation of which see page 35.

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

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

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

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

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

The Chief Judge further stated, "I was impressed by the new evidence and argument as to the inadequacy of the earnings of the lower paid wage-earners with families. On our accepted standards of living, looking at

* 34 C.A.R., p. 41.

† See page 71 for particulars.

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

(vi) *Rates Operative.*—The "basic" wage rates of the Commonwealth Court for adult males, including the "loadings" granted in 1937, operative on 1st May, 1946, are as follows:—

	s.	d.		s.	d.
New South Wales—			South Australia—		
Sydney ..	99	0	Adelaide ..	94	0
Newcastle(a) ..	99	0	Five Towns ..	94	0
Broken Hill ..	103	0	Western Australia—		
Five Towns ..	99	0	Perth ..	94	0
Victoria—			Kalgoorlie ..	102	0
Melbourne ..	98	0(b)	Geraldton ..	99	0
Geelong ..			Five Towns ..	95	0
Warrnambool ..			Tasmania—		
Mildura ..			Hobart ..	95	0
Yallourn ..	104	6(b)	Launceston ..	92	0
Five Towns ..	98	0	Queenstown ..	95	0
Queensland—			Five Towns ..	94	0
Brisbane ..	94	0	Thirty Towns ..	97	0
Five Towns ..	94	0	Six Capital Cities ..	97	0

(a) Based on Sydney.

(b) Based on Melbourne.

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

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

3. *Basic Wage Rates for Females.*—(i) *General.*—In its Judgment of 17th April, 1934, wherein the Commonwealth Court of Conciliation and Arbitration laid down the basis of its "needs" basic wage for adult males, the Court made the following statement in regard to the female rate:—

"The Court does not think it necessary or desirable, at any rate at the present time, to declare any wage as a basic wage for female employees. Generally speaking they carry no family responsibilities. The minimum wage should, of course, never be too low for the reasonable needs of the employee, but those needs may vary in different industries. In the variations now to be made the proportion in each award of the minimum wage for females to that of males will be preserved."

* Legislation covering a scheme which became operative on 1st July, 1942, was passed by the Commonwealth Parliament on 3rd April, 1941—see page 93 for details.

The previous practice of the Court was therefore continued whereby each Judge granted such proportion of the male rate as he deemed suited to the nature of the industry and the general circumstances of the case. Generally speaking, this proportion was in the vicinity of 54 per cent. of the male rate, although in some cases the proportion was about 56 per cent.

Until 1942 this continued to be substantially the practice of all Commonwealth and State industrial tribunals and in the main its continuance was then made mandatory by Part V. of the National Security (Economic Organization) Regulations which "pegged" as at 10th February, 1942, all rates of remuneration previously prevailing in any employment. The only exceptions allowed were variations to rectify anomalies, variations resultant from hearings pending prior to 10th February, 1942, and "cost of living" variations.

In March, 1942, however, special action was taken to constitute a Women's Employment Board in conjunction with measures to encourage women to undertake in war-time work which would normally have been performed by men. This Board was given special jurisdiction to determine terms and conditions of such employment.

The Commonwealth Court of Conciliation and Arbitration and State Industrial Tribunals continued to determine rates of pay, &c., of women engaged in what may broadly be described as "women's work" in the pre-war sense, while the jurisdiction of the Women's Employment Board (first appointed in March, 1942) was made to cover women engaged during the war in work formerly performed by men or in new work which immediately prior to the outbreak of the present war was not performed in Australia by any person.

In July, 1944, National Security (Female Minimum Rates) Regulations authorized the Commonwealth Arbitration Court to make comprehensive investigations (a) as to whether minimum rates of wage payable to females in industries considered by the Government to be necessary for war purposes are unreasonably low in comparison with minimum rates payable to females in other essential industries, (b) as to whether it is in the national interest, and fair and just, to so increase such rates, and (c) as to the amount of such increases. Determinations may be made for any period specified by the Court but not extending beyond six months after the end of the war. In making such determinations the Court was not bound by Part V.* of the National Security (Economic Organization) Regulations, although such regulations applied to the new rates after determination. The objective of the Female Minimum Rates Regulations was to remove unreasonable disparities which were creating justified discontent and impeding the manpower authority in redistributing female labour in vital industries. This review commenced in the Court on 23rd February, 1945, and ended on 23rd March, judgment being reserved.

Judgment was delivered by the Full Court on 4th May, 1945, to the effect that, in regard to (a) above, the majority of the Full Court (Piper C.J., O'Mara and Kelly JJ.) found itself unable to declare that the rates in the "referred"† industries were unreasonably low compared with those in the three industries submitted by the Crown and the Union representatives as the standard rates for comparison, viz., those of the Clothing, Rubber and Metal industries, and that there was consequently no necessity to answer question (b). Two Judges (O'Mara and Kelly JJ.) considered that there were no other industries with rates lower than those of the standard industries mentioned above, compared with which the rates in the

* See paragraph 2 above.

† Twelve vital industries were "referred" by the Government for consideration.

"referred" industries were unreasonably low, but the Chief Judge refrained from giving any answer to this question as he was not satisfied that if this aspect had been fully investigated during the hearing on the material before the Court the answer would necessarily have been in the negative in the cases of all the "referred" industries. In a minority judgment, Drake-Brockman and Foster *JJ.*, answered (a) and (b) in the affirmative.

Following this negative result the Government, by National Security Regulation (S.R. 1945 No. 139) dated 13th August, 1945, provided for the remuneration of females in the "vital" industries concerned to be not less than 75 per cent. of the corresponding minimum male rate.

As from 12th October, 1944, the Women's Employment Board was discontinued and the Chairman of the Board (A. W. Foster) was made a Judge of the Commonwealth Court of Conciliation and Arbitration. The function of the Board under the Women's Employment Act then devolved upon the Court as constituted by a Judge designated by the Chief Judge. (*Vide* S.R. 1944 No. 149).

The following sub-sections give a brief account of the functions allotted to and of the principles followed by the Women's Employment Board, and a summary of an important judgment delivered by the Commonwealth Court of Conciliation and Arbitration in 1943 stating the principles followed by the Court in fixing the basic rates payable to female workers and the difference between the rates payable to the women engaged in "women's work" and those payable to the special group of women engaged in "men's work" in war-time under the jurisdiction of the Women's Employment Board. The judgment also dealt with the question of "anomalies" as between the rates payable to the two classes of women workers.

(ii) *Women's Employment Board*.—The functions of the Women's Employment Board were specified by the Women's Employment Act of 1942*. The purpose of the Act as expressed in the title was "to encourage and regulate the employment of women for the purpose of aiding the prosecution of the present war". The jurisdiction of the Board was limited to females employed (after 2nd March, 1942) on work usually performed by males or which, immediately prior to the outbreak of the war, was not performed in Australia by any person.

The functions of the Board briefly were to decide what work and what female workers came within its jurisdiction (as defined) and the terms and conditions upon which women might be so employed including hours and special conditions as to safety welfare and health. The Board was required to fix rates of payment for such women with regard to their efficiency and productivity in relation to that of males engaged in such work and the Regulations provided that payment to females (engaged on "men's work") should be not less than 60 per cent. nor more than 100 per cent. of the male rate.

The Act placed upon employers the onus of applying to the Board for a determination in respect of women engaged on "men's work" as defined and empowered the Board to make determinations of its own motion or on application by organizations of employers or employees. The Board was also empowered to make decisions binding on all employers or on employers in any class or area.

In its several hundreds of decisions the Board awarded a female rate equal on the average to slightly over 60 per cent. of the male rate during the probationary period (usually a matter of a few weeks) and slightly over

(* The Board was originally created under regulations under the *National Security Act 1939-1940*, dated 25th March, 1942 (Statutory Rules 1942, No. 146), but owing to the disallowance of such regulations by the Senate on 23rd September, 1942, the Board operated under the *Women's Employment Act, No. 55 of 1942*, as from 6th October, 1942, which validated all previous decisions, &c., of the first Board (gazetted on 11th June, 1942). The second Board was created on 10th November, 1942.

90 per cent. of the male rate after the probationary period, although in some cases this latter percentage ranges down to 75 per cent. In some instances, however, the Board has awarded to females the full basic wage for adult males and the full margins for skill (if any).

On the question of determining relative efficiency and productivity the Board on 17th July, 1942 (Decision No. 9 of 1942—Munition Factories), made the following observations:—

“ Obviously this task cannot be fulfilled with mathematical precision (and) no device mechanical or otherwise can determine the ‘ average ’ female or the ‘ average ’ male, nor measure as one against the other the relative efficiency in terms of a percentage nor determine with precision their relative productivity. To a limited extent records are a guide, for the rest the Board must rely on the opinions of the witnesses in the best position to judge, and the observations which the Board made in their extensive inspections of the plants in actual operation together with the material collected by the statistical departments of the Commonwealth and States.

“ The evidence shows that these females as a whole are not as productive as males. In some cases and not a few they equal if not excel males in efficiency and productivity and sometimes in both. Women are not as physically strong as men and there is always by Act of Parliament or in awards and determinations a limitation fixed upon the weights that females may be permitted to lift. These limitations are made not only to accommodate her lesser physical strength but also for paramount health reasons. This involves, where women replace men and weights are to be lifted beyond her capacity, the employment of a male to assist a group of women or an increase in the number of females so that the weight may be jointly lifted or the adoption of other methods. And further there are regular periods of lessened efficiency and productivity peculiar to females.

“ And in addition the evidence has revealed that women absent themselves from work much more frequently than males to the great embarrassment of the managers of industry. Many reasons and explanations are given for this, but the Board apart from noting them is not concerned to further investigate them The loss of productivity over all the departments of the Applicant in this case due to the excess of female absenteeism is substantial.

“ Apart from this loss, which all the departmental managers emphasized was a major problem, all without exception throughout this vast industry agreed that females handled their machines and produced results in every way equal to males. They were not slower to learn their new tasks than males, they did not waste more time in the operating of their machines than males and were doing splendid and satisfactory work.”

Exact figures are not available as to the number of women affected by the decisions of the Women’s Employment Board. Not only are they difficult to obtain even in respect of ordinary decisions, but in “ common rule ” cases (in proceedings for which it is not obligatory for all employers to appear) the Board did not have cognizance of all employers affected, and therefore no information as to the total numbers of women involved. Up to 31st July, 1944, the Board estimated that as regards those of whom it had direct knowledge from 70,000 to 80,000 women had come under it

decisions. To this date the Board had dealt with 579 applications, and 195 cases were part heard or to be heard, but the number of new cases was dwindling rapidly. In addition, 117 determinations had been given by Committees of Reference. A summary of the Board's findings shows that it had granted the following percentages of the male rates to women employed substantially on "men's work" (as defined):—

- 100 per cent.—Tram conductresses, broadcast mechanics, confectionery makers, postal clerks, lift operators, mail officers, machine telegraphists, shop assistants and bread carters.
- 90 per cent.—Munition workers, crane drivers, railway porters, motor mechanics, postwomen, power and hydraulic press operators, storewomen and packers, meter readers.
- 85 per cent.—Metal, rubber, paper manufacturing, tanning, leather and flax workers.
- 80 per cent.—Wool classing.
- 75 per cent.—Post office mechanics.

(iii) *Judgments by Commonwealth Arbitration Court (1943).*—On 24th March, 1943, a case involving determination of general principles as to rates of wage of female employees not within the jurisdiction of the Women's Employment Board was remitted to the Commonwealth Court of Conciliation and Arbitration by the Minister for Labour and National Service under Regulation 9 of the National Security (Industrial Peace) Regulations, particularly as affecting female workers at Government small arms ammunition factories. The rates in these cases were considered by their trade union to be anomalous compared with those awarded by the Women's Employment Board to certain other women employed in those factories. The Court in its Judgment dated 17th June, 1943*, rejected the contentions of the union (Arms Explosives and Munition Workers Federation of Australia) and enunciated in full the principles followed by the Court in determining female rates of wage within its jurisdiction.

In order to place the matter in perspective in its relation to the basic wage for males, the Court traced the history of the principles on which the basic wage for males was determined from its original declaration by Mr. Justice Higgins in his "Harvester" judgment of 1907 (see pages 71-77 of this Report) and continued—

"Although since 1930, when the 'economic and productivity factor' emerged as the 'dominant factor' in the problem of assessment (of the basic wage of adult male employees), the adequacy of the wage to meet the requirements of any 'specified family unit' has been only a subsidiary consideration, subsidiary that is to say to the question of the capacity of the national production to sustain a particular wage level, it is plain that the Court has not held that its basic wage has been fixed at too low a figure to meet the normal and reasonable needs of a family of husband, wife and at least one child. Nor has its adequacy to that extent been questioned. In this sense it can still be regarded as a family wage, inasmuch as it has been accepted as sufficient at all events to provide 'frugal comfort' for a man, his wife and at least one dependent child. For present purposes it is enough to say that, until a proper investigation demonstrates the contrary to be the case, we cannot but hold that the amount provided is more than sufficient to meet the normal and reasonable requirements of an

* 50 C.A.R., p. 191.

unmarried worker with no dependants to support out of his earnings. And the same may be said of the living or basic wages determined by authorities functioning under State legislation as appropriate for male-employees within their jurisdiction. The method of assessment of wages for adult male workers adopted and followed by industrial authorities throughout Australia has been to fix a basic wage portion adequate for the estimated needs of some family group and to add to that some additional payment in recognition of the skill or experience possessed by the worker or the special conditions met with in his particular occupation. The basic wage portion has had no reference to work value; it has been assessed in accordance with needs and it has never been either held or suggested to be inadequate to meet the normal and reasonable needs not only of the worker himself but also of his wife and at least one dependent child."

The Court in its judgment then set out decisions arrived at by various Commonwealth and State Courts since 1912 when the Commonwealth Court first dealt directly with the problem of women's wages. Mr. Justice Higgins dealt with the case*, and stated "I fixed the minimum in 1907 of 7s. per day by finding the sum which would meet the normal needs of an average-employee one of his normal needs being the need for domestic life. If he has a wife and children, he is under an obligation—even a legal obligation to maintain them. How is such a minimum applicable to the case of a woman . . . ? She is not, unless perhaps in very exceptional circumstances, under any such obligation. The minimum cannot be based on exceptional cases."

In respect of the "minimum rate" enjoined by the Commonwealth Arbitration Act, he held that "Nothing is clearer than that the minimum rate referred to in Section 40 means the minimum rate for a class of workers, those who do work of a certain character. If blacksmiths are the class of workers, the minimum rate must be such as recognizes that blacksmiths are usually men. If fruit-pickers are the class of workers, the minimum rate must be such as recognizes that, up to the present at least, most of the pickers are men (although women have been usually paid less), and that men and women are fairly in competition as to that class of work. If milliners are the class of workers, the minimum rate must, I think, be such as recognizes that all or nearly all milliners are women, and that men are not usually in competition with them."*

In concluding its review the Court stated "the fixation of the basic wage for women at amounts below 60 per cent. of that fixed for men has been general in the awards and determinations of this Court and other industrial authorities of Australia."

The Court stated its conclusions and laid down general principles in the following words :—

"It is beyond question that the general rule adopted and followed by the Australian industrial authorities in the assessment of wages for adult women workers, engaged upon work suitable for women in which they cannot fairly be said to be in competition with men for employment, has been and still is to fix a foundational amount, calculated with reference to the needs of a single woman who has to pay for her board and lodging, has to maintain herself out of her

* 6 C.A.R., p. 72.

earnings, but has no dependants to support; and to add to this foundational or basic amount such marginal amounts as may be appropriate in recognition of the particular skill or experience of the particular workers in question or as compensation for the particular conditions which they encounter in their occupations

“Just as the wages for male workers are assessed by adopting first a foundational wage—the basic wage—and adding to it marginal amounts fixed according to the relative skill and experience of particular workers or groups of workers, or to the special conditions they encounter, so too are women’s wages, for work suitable to them in which they will not be disadvantaged by male competition, fixed by adding to a foundational or basic amount analogous margins. But in each case the foundational wage is in principle and justice different. The man’s basic wage is more than sufficient for his personal needs; it purports to provide him with enough to support some family. The woman’s, on the other hand, purports to be enough for her to maintain herself only. No allowance is made for the support of any dependants. The man’s wage has been measured by this Court with reference to the dominating factor of the productive capacity of industry to sustain it and with due regard consequently to what its application in industry will mean, to the marginal structure which rises above it, and to the consequent wages which will in accordance with established rules and practice be paid to women and to minors.

“In the course of the hearing the Chief Judge drew attention to the necessity which would occur, if women’s rates were to be assessed on the basis that relative efficiency and productivity (as between men and women) were to constitute the dominant factor, for a review of the principles in accordance with which the basic wage has been determined. That this necessity would arise must be apparent. For the basic wage for adult males has been fixed at as high an amount as the Court has thought practicable in all the circumstances of the case, including the circumstances of the existing proportionate levels of wages for women and minors. The share of men workers in the fruits of production will need to be reduced if women are to participate therein on an equal footing, or on a better footing generally than that to which they have hitherto been held to be entitled.

“It is desirable that we should indicate as clearly as possible the effect of the conclusions to which the review of the principles of wage assessment we have made has led us. It is that, so long as the foundational or basic wage for women is assessed according to a standard different from that which is the basis of the foundational or basic wage—a family wage—for men, the Court will not, in the exercise of its function of adjudicating between opposing interests, raise the general level of women’s minimum wages in occupations suitable for women, and in which they do not encounter considerable competition from men, according to a comparison of their efficiency and productivity with the efficiency and productivity of men doing substantially similar work. To do so would at once depress the relative standard of living of the family as a group, and of its individual members, as compared with that of the typical single women wage-earner.”

In December, 1943, Drake-Brockman, *J.* of this Court, in dealing with women employees in the Clothing (Dressmaking and Tailoring Sections)

and Rubber industries, awarded for the duration of the present war and for six months thereafter as a "flat rate" for the industry 75 per cent. of the "needs" basic wage, plus the "prosperity" and "industry" loadings ordinarily applicable. The reason for this action was (in the words of the Judgment) as follows: "it was also common ground (between all the parties) that wastage of the employees in the industry during the last three years had been exceptionally heavy and that it was essential that some means should be found to attract women to the industry and thereafter to retain them for some reasonable period of time after they had been trained."*

In July, 1944, the National Security (Female Minimum Wage) Regulations extended the discretion of the Commonwealth Arbitration Court in fixing female minimum wage rates in "vital" industries in war-time as briefly described in sub-section (i) hereof.

4. **State Basic Wages.**—(i) *New South Wales.*—The first determination under the New South Wales Industrial Arbitration Act of a standard "living" wage for adult male employees was made on 16th February, 1914, when the Court of Industrial Arbitration fixed the "living" wage at £2 8s. per week for adult male employees in the metropolitan area. Determinations of the "living" wage in New South Wales were made by the Court of Industrial Arbitration during the period 1914 to 1916. The Board of Trade was established in 1918, and was empowered to determine the "living" wage for adult male and female employees in the State. Its first declaration was made on 5th September, 1918, and numerous declarations were made during the period 1918 to 1925, the last declaration being that of 24th August, 1925. The Board ceased to function after the Industrial Arbitration (Amendment) Act 1926 established the Industrial Commission of New South Wales, which exercised the powers of the Board of Trade as from 15th April, 1926. The Industrial Arbitration (Amendment) Act No. 45, 1927, altered the constitution of the Industrial Commission from a single Commissioner to one consisting of three members. Act No. 14 of 1936, however, provided for the appointment of four members and Act No. 36 of 1938 for the appointment of not less than five and not more than six members. The Commission was directed *inter alia*, "not more frequently than once in every six months to determine a standard of living and to declare . . . the living wages based upon such standard for adult male and female employees in the State." The Industrial Arbitration (Amendment) Act, 1932, directed the Commission within twenty-eight days from the end of the months of March and September to adjust the living wages so declared to accord with the increased or decreased cost of maintaining the determined standard. The first declaration of the Commission was made on 15th December, 1926, when the rate for adult males was fixed at £4 4s. per week, the same rate as that previously declared by the Board of Trade. The adult male rate was determined on the family unit of a man, wife and two children from 1914 to 1925; a man and wife only in 1927, with family allowances for dependent children; and a man, wife, and one child in 1929, with family allowances for other dependent children.

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

* 51 C.A.R., pp. 632 and 648.

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

Basic Wage Variations in New South Wales.

(State Jurisdiction.)

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

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

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

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

Following on the judgment of the Commonwealth Arbitration Court of 23rd June, 1937, referred to on page 74, the Government of New South Wales decided to bring the State Basic Wage into line with the Commonwealth rates ruling in the State, and secured an amendment of the Industrial Arbitration Act (No. 9 of 1937) to give effect thereto. The Act was passed on 7th October, 1937, and came into operation from the commencement of the first pay period in October, practically from 1st October, 1937. The general principles laid down by the Commonwealth Court were followed as closely as practicable and provision was made for the automatic adjustment of wages in conformity with variations of retail prices as shown by the Commonwealth Court's "All Items" Retail Price Index-Numbers, shortly known as the "Court" Series of Index-Numbers. The Commonwealth Court's principle of treating the "prosperity loadings" as a separate and non-adjustable part of the total basic wage was adopted. The rates for country towns were, with certain exceptions, fixed at 3s. per week below the metropolitan rate; and Crown employees, as defined, received a "prosperity loading" of 5s. per week, as against the 6s. laid down for employees in outside industry. The basic rate for adult females was fixed at 54 per cent. of the adult male rate to the nearest 6d. The provisions of the main Acts for the periodic declaration of the living wage by the Industrial Commission were repealed, but the amending Act placed on the Commission the responsibility of altering all awards and agreements in conformity with the

intentions of the new Act; to define boundaries within which the various rates are to operate*; and to specify the appropriate "Court" Series retail price index-numbers to which they are to be related.

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

The latest rates applicable in the metropolitan area under this system of fixation and adjustment are £4 19s. per week for adult males, and £2 13s. 6d. for adult females, from the first pay period commencing in November, 1945.

The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age operated in New South Wales from July, 1927, until superseded by the Commonwealth Government scheme from 1st July, 1941, and a brief account of the main features of the system appears on page 92.

(ii) *Victoria*.—Up to October, 1934, no basic wage was fixed by any State authority in Victoria, but the Wages Boards followed the rates of the Commonwealth Court to a large extent, and also made similar periodical adjustments in accordance with variations in retail prices. With the passing of *The Factories and Shops Acts*, Nos. 4,275 of 1934 which operated from 17th October, 1934, and 4,461 of 1936, it is now obligatory on all Wages Boards to adopt Commonwealth Award rates and conditions "which such Boards are under the *Factory and Shops Acts* empowered to include in their determinations". The Act further provides for the Secretary for Labour to make adjustments of wages according to variations in retail price index-numbers without calling the Boards together for the purpose, in respect of all Determinations which include an adjustment clause.

The latest Commonwealth rate for Melbourne is 98s. per week for males operative from 1st August, 1944, and the female rate approximately 54 per cent. of that or £2 13s.

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

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

* See N.S.W. Industrial Gazette 1937, Vol. 52, pages 783-4.

declarations in regard to the "basic" wage or "standard" hours, take into consideration the probable economic effect of such declaration in relation to the community in general, and the probable economic effect thereof upon industry or any industry or industries concerned.

The first formal declaration by the Industrial Arbitration Court in this State of a basic wage was gazetted on 24th February, 1921, when the basic wage was declared at £4 5s. per week for adult males, and £2 3s. for adult females. Prior to this declaration the rate of £3 17s. per week for adult males had been generally recognized by the Court in its awards as the "basic" or "living" wage. The declarations of the Industrial Court are published in the Queensland Industrial Gazette and the various rates declared are as follows:—

Basic Wage Variations in Queensland.

(State Jurisdiction.)

Date of Operation.	Adult Basic Wage.	
	Male.	Female.
1st March, 1921	£ 4 5 0	£ 2 3 0
1st March, 1922	4 0 0	2 1 0
28th September, 1925 (a)	4 5 0	2 3 0
1st August, 1930	4 0 0	2 1 0
1st December, 1930	3 17 0	1 19 6
1st July, 1931	3 14 0	1 19 0
1st April, 1937	3 18 0	2 1 0
1st April, 1938	4 1 0	2 3 0
7th August, 1939	4 4 0	2 5 0
31st March, 1941	4 9 0	2 8 0
4th May, 1942	4 11 0	2 9 6

(a) Fixed by Basic Wage Act.

The amount of 89s. was continued in operation by the Court up to and including its declaration of 15th April, 1942, which amount, taking the most favorable view of the standard of living, it considered, complied with the requirements of Section 9 of the Act. In order to ensure that it would continue to do so under prevailing conditions created by the war, however, the Court indicated its intention "to declare it quarterly on the cost of living 'C' Series (All Items) index, commencing with the figures for the first quarter of 1942." In accordance with this undertaking the Court, on 21st April, 1942, raised, as from 4th May, 1942, the basic wage to 91s. per week for adult males and 49s. 6d. for adult females on the basis of the variation in retail prices shown by the index-numbers mentioned for Brisbane between the December quarter, 1941, and the March quarter, 1942, and similar variations have since been made whenever considered necessary by the Court.

The latest rates payable under such variations are 97s. for adult males and 54s. 6d. for adult females, from 2nd August, 1943.

The rates shown above are applicable throughout the Southern Division (Eastern District—including Brisbane); allowances are added for other areas as follows:—Southern Division (Western District), 7s. 4d.; Mackay Division, 5s. 6d.; Northern Division, 10s.; and Western District, 17s. 4d. Half of these allowances are granted to females.*

(iv) *South Australia*.—The Industrial Code 1920-1937 provides that the Board of Industry shall, after public inquiry as to the increase or decrease in the average cost of living, declare the "living" wage to be paid to adult male employees and to adult female employees. The Board has power also to fix different rates to be paid in different defined areas.

* As defined in Queensland Industrial Gazette, 10th December, 1921, page 826.

It is provided that the Board of Industry shall hold an inquiry for the purpose of declaring the "living" wage whenever a substantial change in the cost of living or any other circumstance has, in the opinion of the Board, rendered it just and expedient to review the question of the "living" wage, but a new determination cannot be made by the Board until the expiration of at least six months from the date of its previous determination.

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

According to the Industrial Code 1920-1937, "living wage" means a sum sufficient for the normal and reasonable needs of the average employee living in the locality where the work under consideration is done or is to be done.

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

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

The variations in the living wages determined by the Board of Industry are shown below, and apply to the whole State:—

Basic Wage Variations in South Australia.

(State Jurisdiction.)

Male.		Female.	
Date of Operation.	Basic Wage per Week.	Date of Operation.	Basic Wage per Week.
	£ s. d.		£ s. d.
4th August, 1921 ..	3 19 6	1st September, 1921 ..	1 15 0
27th April, 1922 ..	3 17 6	..	..
8th November, 1923 ..	3 18 6	..	..
15th May, 1924 ..	4 2 0	13th November, 1924 ..	1 18 0
13th August, 1925 ..	4 5 6	3rd September, 1925 ..	1 19 6
30th October, 1930 ..	3 15 0	15th January, 1931 ..	1 15 0
10th September, 1931 ..	3 3 0	24th December, 1931 ..	1 11 6
7th November, 1935 ..	3 6 0	16th January, 1936 ..	1 13 0
7th January, 1937 ..	3 9 6	29th April, 1937 ..	1 14 9
25th November, 1937 ..	3 14 0	25th November, 1937 ..	1 16 6
5th January, 1939 ..	3 18 0	5th January, 1939 ..	1 18 0
28th November, 1940 ..	4 4 0	28th November, 1940 ..	2 1 0
27th November, 1941 ..	4 7 0	27th November, 1941 ..	2 3 6
15th October, 1942 ..	4 14 0	15th October, 1942 ..	2 6 2

(v) *Western Australia.*—The Court of Arbitration, appointed under the provisions of the Industrial Arbitration Act 1912-1941, determines and declares the "basic" wage in this State. The Court consists of three members appointed by the Governor, one on the recommendation of the industrial unions of employers, one on the recommendation of the industrial unions of employees, while the third member is a Judge of the Supreme Court. The last-mentioned member is the President of the Court.

The Industrial Arbitration Act 1912-1941 provides that, before the 14th June in every year, the Court, of its own motion, shall determine and declare—(a) a "basic" wage to operate from the 1st July of each year, to be paid to male and female workers; and (b) wherever and whenever necessary, differential basic rates to be paid in special or defined areas of the State.

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

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

The first declaration of the "basic" wage by the Court of Arbitration since the authority to fix one was vested in the Court by the Industrial Arbitration Act of 1925 was made on 11th June, 1926, when the rate for adult male employees was determined at £4 5s. per week, and for adult female employees at £2 5s. 11d. per week.

The variations in the annual declarations of the Court of Arbitration for the various areas in the State are shown in the following table:—

Basic Wage Variations in Western Australia.

(State Jurisdiction.)

Date of Operation.	Metropolitan Area.		South-West Land Division.		Gold-fields Areas and Other Parts of State.	
	Male.	Female.	Male.	Female.	Male.	Female.
1st July, 1926 ..	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
" " 1929 ..	4 5 0	2 5 11	4 5 0	2 5 11	4 5 0	2 5 11
" " 1930 ..	4 7 0	2 7 0	4 7 0	2 7 0	4 7 0	2 7 0
" " 1931 ..	4 6 0	2 6 5	4 5 0	2 5 11	4 5 0	2 5 11
" " 1932 ..	3 18 0	2 2 2	3 17 0	2 1 8	3 17 0	2 1 8
" " 1933 ..	3 12 0	1 18 11	3 13 6	1 19 8	3 18 0	2 2 2
" " 1934 ..	3 8 0	1 16 9	3 9 6	1 17 6	3 17 6	2 1 10
" " 1935 ..	3 9 6	1 17 6	3 10 0	1 17 10	3 19 6	2 2 11
" " 1936 ..	3 10 6	1 18 1	3 11 2	1 18 5	4 4 4	2 5 6
" " 1937 ..	3 10 6	1 18 1	3 11 9	1 18 9	4 6 0	2 6 5
" " 1938 ..	3 13 9	1 19 10	3 14 8	2 0 4	4 7 0	2 7 0
" " 1938 ..	4 0 0	2 3 2	4 1 0	2 3 9	4 13 3	2 10 4
" " 1939 ..	b4 2 2	b2 4 4	4 3 1	2 4 10	b4 16 4	b2 12 0
" " 1940 ..	4 2 8	2 4 8	4 3 3	2 4 11	4 16 3	2 12 0
" " 1941(c) ..	4 8 0	2 7 6	4 9 3	2 8 2	5 3 6	2 15 11
" " 1943 ..	4 19 1	2 13 6	4 18 1	2 13 0	5 5 9	2 17 1
" " 1944 ..	4 19 11	2 13 11	4 19 8	2 13 10	5 7 1	2 17 10
" " 1945 ..	5 0 1	2 14 1	4 19 7	2 13 9	5 7 5	2 18 0

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

(b) Applicable from 24th April, 1939.

(c) Applicable from 28th April, 1941.

It is of interest that the declaration of 13th June, 1938 (operative from 1st July) was based on the findings of the Royal Commission on the Basic Wage of 1920. For this purpose the Court reduced the amount recommended by the Commission for a five-unit family to the equivalent for a four-unit family, and brought the resulting amounts up to their purchasing equivalents

at the March quarter, 1938, by means of the separate "group" retail price index-numbers in respect of the sections for food, clothing and miscellaneous expenditure, and for rent added an amount which was considered fair under ruling conditions. The resultant amounts for the sections mentioned were—Food, £1 10s. 9d.; Rent, 19s. 6d.; Clothing, 14s. 9d.; Miscellaneous, 15s.—Total, £4. Thereafter the annual declarations of the Court have simply maintained that standard as varied by retail price index-numbers, while the provision for the quarterly adjustment by the Court of the basic wage in accordance with retail price index-numbers certified by the Government Statistician maintains its purchasing power over the intervening periods.

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

(vi) *Tasmania*.—No State basic wage is fixed by any State authority in Tasmania, but Wages Boards follow to a large extent the rates of the Commonwealth Court, and adjust wages automatically or otherwise in accordance with variations in retail price index-numbers in conformity with provisions of the Wages Board Act. The latest Commonwealth adult male rate for Hobart is £4 15s. operative from 1st February, 1946, and the adult female rate approximately 54 per cent. of the male rate or £2 11s. 6d.

(vii) *Rates Prescribed*.—The "basic" wage rates of State industrial tribunals in force on 1st May, 1946, are summarized in the following table:—

Basic Weekly Wage Rates fixed by State Industrial Tribunals.

State.	"Basic" Wage.		Date of Operation.	Family Unit (for Male Rate).
	Males.	Females.		
	£ s. d.	£ s. d.		
New South Wales	(a) 4 19 0	(a) 2 13 6	1.11.45	(b)
Victoria(c) ..	(4 18 0)	(2 13 0)	(1.8.44)	(c)
Queensland ..	(d) 4 17 0	2 14 6	2.8.43	Man, wife, and three children
South Australia ..	4 14 0	2 6 2	15.10.42	" " " "
Western Australia..	(e) 5 1 1	(e) 2 14 7	13.5.46	" " two "
Tasmania(c) ..	(4 15 0)	(2 11 6)	(1.2.46)	(c)

(a) Sydney, Newcastle, Port Kembla-Wollongong. Broken Hill—Males, £5 3s.; Females, £2 13s. 6d. Elsewhere—Males, £4 16s.; Females, £2 12s.

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

(c) None declared, but rates shown are those of Commonwealth Court which are followed to a large extent. (d) Southern Division (Eastern District—including Brisbane). Allowances added for other Areas:—Southern Division (Western District), 7s. 4d.; Mackay Division, 5s. 6d.; Northern Division, 10s.; Western District, 17s. 4d. Half of these allowances are granted to females.

(e) Metropolitan area. "Basic" wage for gold-fields areas and other portions of State exclusive of the South-West Land Division—Males, £5 9s. 6d.; Females, £2 18s. 10d. South-West Land Division (excluding Metropolitan area)—Males, £4 19s. 7d.; Females, £2 13s. 9d. (from 1.3.45).

5. **Royal Commission on Basic Wage, 1920.**—The Commonwealth Government appointed a Royal Commission in 1919 to inquire into and report upon the following matters:—

- (i) The actual cost of living at the present time, according to reasonable standards of comfort, including all matters comprised in the ordinary expenditure of a household, for a man with a wife and three children under fourteen years of age, and the several items and amounts which make up that cost.
- (ii) The actual corresponding cost of living during each of the last five years.
- (iii) How the basic wage may be automatically adjusted to the rise and fall from time to time of the purchasing-power of money.

The Commission issued two reports—the first in November, 1920, and the second in April, 1921. These reports show that, according to the standard assumed by the Commission, the cost of living as at the 1st November, 1920, for a family consisting of man, wife, and three children under fourteen years of age, was as follows:—

Royal Commission on Basic Wage : Cost of Living, 1st November, 1920.

Particulars.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Food ..	2 6 9	2 6 2	2 3 1	2 7 2	2 4 11	2 8 11
Rent ..	1 2 0	1 0 6	0 17 0	0 19 6	0 19 0	0 19 0
Clothing ..	1 7 0	1 9 0	1 6 0	1 8. 3	1 7 9	1 9 2
Miscellaneous ..	1 1 4	1 0 10	1 0 1	1 1 2	1 2 3	0 19 10
Total (a) ..	5 17 1	5 16 6	5 6 2	5 16 1	5 13 11	5 16 11

(a) Weighted Average Six Capitals—£5 13s. 6d., but no recommendation made.

The corresponding costs of the commodities and services included (which are fully set out in the first Report) for the years 1914 to 1920 were as follows:—

Royal Commission on Basic Wage : Cost of Living, 1914 to 1920.

Years.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1914 ..	3 12 11	3 7 9	3 4 0	3 11 2	3 12 9	3 6 9
1915 ..	4 1 6	3 16 9	3 11 3	3 19 0	3 17 1	3 15 1
1916 ..	4 4 6	3 17 5	3 13 10	3 19 7	4 1 2	3 15 6
1917 ..	4 9 8	4 2 2	3 19 3	4 3 2	4 4 2	4 4 10
1918 ..	4 14 8	4 8 10	4 6 0	4 10 11	4 9 2	4 8 6
1919 ..	5 5 3	4 18 5	4 15 10	5 2 6	5 0 9	5 0 4
1920 ..	5 17 1	5 16 6	5 6 2	5 16 1	5 13 11	5 16 11

In answer to the third clause of the inquiry, the Commission recommended that "a Bureau of Labour should be organized from existing members of the Public Service, which should ascertain from time to time the rise and fall in the purchasing-power of money in relation to the reasonable standard of comfort for the typical family (i.e., such a family as is described in Clause 1)". After consulting the Commonwealth Statistician as to methods of collection and tabulation, the Government decided that the recommendation would be met by widening the scope of inquiries of this nature already made by the Commonwealth Bureau of Census and Statistics, the outcome of which was the creation of the All Items ("C" Series) Index of Retail Prices, particulars of which are published on pp. 6, 9, 17-25, of this Report.

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

The standards of this wage, however, were implemented to a certain extent in the "Living Wage" declarations of the Industrial Commission of New South Wales in 1926 to 1932.

* 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.

The amounts recommended were also adopted with slight modifications by the Industrial Court of Western Australia in 1926 and again in 1938 on the basis of a four-unit family, further particulars of which will be found on page 89.

6. Child Endowment.—(i) *General.*—The principle of supplementing wages by a payment in respect of dependent children under fourteen years of age is now in operation throughout Australia on a national basis.

(ii) *The New South Wales Scheme.*—The first attempt in Australia to institute the system was made in New South Wales in 1919, when a Bill was introduced into the State Parliament to provide a flat basic wage for a man and wife, and an allowance of 5s. per week for each child, the latter rate to be reduced on a sliding scale and to cease when the income reached an amount of £3 per week above the basic wage. The Bill was rejected, but the subject again came up in the session of 1926-27, when Acts, which have been amended during subsequent years, provided for the payment of child allowances. The original Act was assented to on 11th April, 1927, and allowances were paid as from 23rd July, 1927. Prior to December, 1929, the Act provided for (a) the declaration of a basic wage, and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances were to be paid only to the extent to which the total earnings of the worker and his family fell short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child. The amending Act, assented to on 23rd December, 1929, provided that, subject to the last-mentioned provision, child endowment shall be 5s. per week for each child except one in the family. Payments of child allowances in New South Wales were made from a fund created by a levy on the total amount of wages paid by employers. The rate of tax during 1930 was fixed at 1 per cent. From 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £ on all wages above £3 per week. The amount of levy collected during 1932-33 was £2,409,034, and £2,105,659 was paid away in allowances to 63,072 families. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from the Special Income and Wages Tax, which is also used for other social services. The scheme was abolished upon the introduction of the national scheme by the Commonwealth Government in July, 1941, particulars of which appear in (iv) below.

(iii) *Commonwealth Public Service.*—The first system of child endowment in Australia was instituted within the Commonwealth Public Service. It came into operation on 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay a basic wage of £4 a week in certain cases and child allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limitation of salary plus allowance of £400 per annum. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers themselves

* The Chairman of the Commission (Mr. A. B. Piddington, K.C.) in a Supplementary Report suggested that the wage of £5 16s. recommended by the Commission be split up into a flat basic wage payment of £4, and a child endowment of 12s. per week for each child, the fund for the payment of the latter allowance to be created by a tax on employers of 10s. 9d. per week per employee.

provided the fund from which the allowance was paid. The deduction was originally £11 per annum, but later £12. The payment of the allowance in the Service was subsequently extended to officers receiving from salary and allowance an amount not greater than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in Labour Report No. 17, and later Reports. The scheme was abolished at the instance of the officers upon the introduction of the national scheme by the Commonwealth Government in July, 1941, particulars of which appear in (iv) below. The deduction of £12 per annum was consequently discontinued from 10th July, 1941.

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

The Commission submitted its Report on 15th December, 1928. It was not unanimous in its findings, and the opinions and recommendations of the members were embodied in two separate reports, which dealt exhaustively with the constitutional aspects, existing systems, industrial legislation, the basic wage, standard of living, regulation of wages, working conditions and cognate matters.

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

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

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

- (a) Payment at the rate of 7s. 6d. per week (5s. per week prior to 26th June, 1945,) for all children under the age of sixteen in excess of one child in each family, provided the persons claiming the endowment, and the child in respect of whom the endowment is claimed have resided in Australia for the period of twelve months preceding the date of claim.
- (b) The endowment is payable to the mother of the child, or to such persons as are prescribed.

* Act No. 8, 1941 (Child Endowment Act) as amended by No. 5, 1942 and Nos. 10 and 41, 1945; Act No. 2, 1941 (Pay-roll Tax Assessment Act); and Act No. 3, 1941 (Pay-roll Tax Act).

- (c) Endowment is also payable to approved institutions, not wholly or mainly dependent upon the Commonwealth or a State for their revenue, in respect of all children under sixteen years of age maintained therein.
- (d) The scheme was financed partly from Consolidated Revenue, partly from the abolition of the exemptions from taxation in respect of children after the first and the major part from a tax of 2½ per cent. of all pay-rolls in excess of £20 per week, but is now a charge on the National Welfare Fund.
- (e) The general administration of the Act is under the control of the Director-General of Social Services, and the detailed administration is carried out by the Deputy Directors in each State and other officers appointed for the purposes of the Invalid and Old-age Pensions Act.

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

A summary of the operations of this scheme during the first four years of its existence, from 1st July, 1941, to 30th June, 1945, is set out in the two following tables:—

Child Endowment.

Year.	Endowed Families.		Approved Institutions.		Total Number of Endowed Children.
	Number of Families.	Number of Endowed Children.	Number of Institutions.	Number of Endowed Children.	
1941-42 ..	487,674	895,558	246	14,289	909,847
1942-43 ..	491,121	891,221	315	16,938	908,159
1943-44 ..	503,140	903,577	321	18,396	921,973
1944-45 ..	518,293	920,427	335	18,116	938,543

Year.	Amount Paid to Endowees and Approved Institutions.	Annual Liability for Endowment on 30th June.	Average Annual Rate of Endowment per Endowed Family on 30th June.	Average Number of Endowed Children per Endowed Family on 30th June.	Number of Endowed Children in each 10,000 of Population.
	£	£	£		
1941-42 ..	11,302,863	11,828,011	23.873	1.836	1,268
1942-43 ..	11,659,626	11,806,017	23.591	1.815	1,256
1943-44 ..	12,256,976	11,985,649	23.346	1.796	1,262
1944-45 ..	12,036,249	18,301,568	34.630	1.776	1,271

CHAPTER IV.—EMPLOYMENT AND UNEMPLOYMENT.

§ 1. Employment.

1. Total Occupied Persons—Australia.—The following estimates of the total numbers of occupied males and females are based principally on data from the Census of 1933, the National Register of July, 1939, the Civilian Register of June, 1943, and the Occupation Survey of 1st June, 1945. These sources of information are supplemented by Pay-roll Tax returns, which first became available in July, 1941.

For convenience, estimates of employment as at the end of May, 1945, have been shown in the tables in this chapter as referring to 1st June, 1945, to correspond with the date of the Occupation Survey of the civilian population which was taken on that day.