

SECTION XXVII.

LABOUR, WAGES AND PRICES.*

§ 1. Development of Trade Unions in Australia.

1. **Historical Development of Trade Unionism in Australia.**—A special article, reviewing the development of trade unionism since its inception, appeared in Year Book No. 9, pp. 937–41.

2. **Registration under Trade Union Acts.**—The benefits conferred by registering trade unions under the Trade Union Acts in force in the various States are not held in much repute; consequently the statistics of registered trade unions of employees not only do not represent the position of unionism, but, in addition, the statistics themselves for past years are so defective as to be practically valueless. The particulars furnish no reliable indication of the numerical and financial position of trade unions. Some of the registered unions fail to supply returns; this non-supply may lead to cancellation of the registration. Some of the unions have obtained the cancellation of their certificates of registration, the apparent reason being that they proposed registering under the Commonwealth Conciliation and Arbitration Act or a State Arbitration Act. In Queensland, some of the largest labour unions withdrew from registration during 1911, mainly on account of the necessity for closer restriction of their objects as set forth in their rules, consequent on legal decisions affecting trade unions. In Victoria and in South Australia very few of the existing unions are registered under the Trade Union Acts. It will be seen, therefore, that the available information is too meagre for statistical purposes.

3. **Registration under Industrial Arbitration Acts.**—Western Australia and New South Wales up to 30th June, 1908, were the only States with Industrial Arbitration Acts under which industrial associations could be, and actually were, registered. The number of registered unions in New South Wales shewed a gradual increase from 1902 to 1907, the figures in the latter year being 109 unions of employers, with 3,165 members, and 119 unions of employees, with 88,075 members. Under the Industrial Disputes Act, which succeeded the Arbitration Act of 1901, it was not necessary to furnish this information. Since the Act of 1908, industrial organisation proceeded rapidly, owing to a general desire on the part of the workers to obtain the status necessary to entitle them to the advantages offered by the Act. The Act of 1908 was repealed by the Industrial Arbitration Act of 1912, and in 1912 there were 117 industrial unions of employers and 192 industrial unions of employees on the register. On the 30th April, 1922, there were 114 industrial unions of employers and 161 industrial unions of employees on the register. In the Queensland Industrial Arbitration Act of 1916 provision is made for the registration of any industrial association or trade union of employees. The Act does not provide for the registration of employers' associations. On the 30th June, 1917, 50 unions of employees were registered, and the number on the register at the 31st December, 1921, was 80. In South Australia, provision is made in the Industrial Code 1920 for the registration of industrial unions. This Act came into operation on 1st January, 1921, and in August, 1922, there were 10 organisations of employees registered with 5,500 members. In Western Australia, the employers' unions numbered 45, with 441 members, in 1904; and 49, with 1,102 members, in 1921. From 1904 to 1908 unions of employees were in a fairly stationary condition. At the end of 1904 and 1905 there were 140 unions, with 15,743 and 15,461 members respectively, and in 1921, 122 unions, with 34,732 members. Registration under Commonwealth

* In Year Book No. 7 (pp. 992-3) a *résumé* was given of the functions and scope of the Labour and Industrial Branch of this Bureau.

legislation began in 1906. In that and the four following years, there was but one union of employers; another was registered in 1911. The unions of employees registered were 20 in 1906, with 41,413 members. On the 31st December, 1920, there were on the register 6 organisations of employers, with 6,170 members, and 122 organisations of employees, with 549,285 members. In August, 1922, there were on the register 9 organisations of employers with 5,719 persons, firms or corporations affiliated, and 138 organisations of employees with 575,774 members.

4. Types of Trade Unions in Australia.—The trade unions in Australia are very diverse in character, and range from the small independent association to the large interstate organisation, which, in its turn, may be merely a branch of a British or international union. Broadly speaking, there are four distinct classes of labour organisations, viz. :—(i) the *local independent*, (ii) the *State*, (iii) the *interstate*, and (iv) the *Australasian or International*, but a number of variations occur from each of these classes. The leading characteristics of each of these types were briefly outlined in Labour Report No. 2 (pp. 7 to 9) issued by this Bureau.

5. Total Number of Unions, 1921.—As already stated, the figures for trade unions registered under the Acts do not represent the position of unionism in Australia. In 1912 the Labour and Industrial Branch of the Commonwealth Bureau of Census and Statistics was established, and by the cordial co-operation of the officials of the labour organisations, comprehensive figures relating to the development of organised labour are now available. The following table gives particulars of the number of trade unions, the number of branch unions, and the number of members in each State, the Northern Territory and the Commonwealth at the end of 1921 :—

TRADE UNIONS, BRANCH UNIONS, AND MEMBERS, STATES, NORTHERN TERRITORY, AND COMMONWEALTH, 1921.

State or Territory.	Number of Separate Unions.	Number of Branches.	Number of Members.
New South Wales	213	925	285,638
Victoria	159	466	195,971
Queensland	118	344	103,786
South Australia	108	150	55,701
Western Australia	116	173	45,334
Tasmania	79	83	15,842
Northern Territory	3	..	737
Total	796	2,141	703,009
Commonwealth(a)	382(a)	2,555(b)	703,009

(a) Allowing for interstate duplication. (b) Number of distinct organisations and interstate groups of organisations in the Commonwealth—not the total number of organisations, which are practically independent and self-governing. (See next page).

In the preceding table the number of separate unions in each State refers to the number of unions which are represented in each State, exclusive of branches within a State. That is to say, each union represented in a State is only counted once, regardless of the number of branches in that State. Except in the last line, the number of branches indicates the number of branches of State head offices, which may, of course, themselves be branches of an interstate or larger organisation. In taking the total number of separate unions in the Commonwealth (see last line but one), it is obvious that, in the case of interstate and similar unions, there will be duplication, since each such union is counted once in each State in which it has any branches. In the figures given in the last line allowance has been made for this duplication. State branches of interstate or federated unions, as well as sub-branches within a State, are included under the heading "Branches"

in the third column—last line. It should be observed, however, that the scheme of organisation of these interstate or federated unions varies greatly in character, and the number of separate Commonwealth unions does not fairly represent the number of practically independent organisations in Australia. In some of these unions the State organisations are bound together under a system of unification and centralised control, while in others the State units are practically independent and self-governing, the federal bond being loose and existing only for one or two specified purposes. It may be seen, therefore, that there are 382 distinct organisations and interstate groups of organisations in the Commonwealth, having 2,555 State branches and sub-branches, and a total of 703,009 members.

6. Number and Membership of Unions in the Commonwealth in Industrial Groups, at the end of the years 1914 to 1921.—The following table shows the number of unions and members thereof in the Commonwealth at the end of the years 1914 to 1921, The number of unions specified refers to the number of different unions represented in each State; that is to say, interstate or federated unions are counted once in each State in which they are represented, but sub-branches within a State are not counted.

NUMBER AND MEMBERSHIP OF UNIONS IN THE COMMONWEALTH IN INDUSTRIAL GROUPS, AT THE END OF THE YEARS 1914 TO 1921.

Industrial Groups.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF UNIONS.								
I. Wood, Furniture, etc. ..	20	20	20	19	20	20	19	19
II. Engineering, Metal Works, etc. ..	76	77	76	75	77	77	76	75
III. Food, Drink, Tobacco, etc. ..	70	72	69	74	80	77	71	66
IV. Clothing, Hats, Boots, etc. ..	30	31	28	26	28	27	26	25
V. Books, Printing, etc. ..	29	30	29	29	30	29	26	18
VI. Other Manufacturing ..	80	78	78	84	84	84	84	85
VII. Building ..	67	63	63	60	58	57	56	57
VIII. Mining, Quarrying, etc. ..	27	27	26	25	26	20	18	19
IX. Railway and Tramway Services ..	32	31	28	34	40	43	43	49
X. Other Land Transport ..	25	24	23	22	23	23	22	20
XI. Shipping, etc. ..	63	66	65	73	72	71	69	70
XII. Pastoral, Agricultural, etc. ..	11	12	10	10	9	8	9	9
XIII. Domestic, Hotels, etc. ..	22	20	22	19	20	20	23	24
XIV. Miscellaneous ..	160	162	168	197	200	215	254	260
Total	712	713	705	747	767	771	796	796

NUMBER OF MEMBERS.

I. Wood, Furniture, etc. ..	19,071	16,172	14,762	16,365	18,953	21,156	23,691	25,541
II. Engineering, Metal Works, etc. ..	42,108	47,104	49,230	47,023	47,135	49,043	53,870	57,012
III. Food, Drink, Tobacco, etc. ..	39,763	38,504	41,515	41,229	40,953	46,569	49,447	51,698
IV. Clothing, Hats, Boots, etc. ..	17,593	21,885	25,962	29,150	31,856	38,620	40,325	42,069
V. Books, Printing, etc. ..	6,821	10,784	11,079	11,401	11,972	13,259	15,136	15,039
VI. Other Manufacturing ..	29,002	30,648	32,119	30,017	30,673	34,901	39,710	38,873
VII. Building ..	36,593	37,739	36,255	34,772	35,761	37,301	40,348	42,244
VIII. Mining, Quarrying, etc. ..	39,733	33,024	33,515	34,029	35,519	40,278	41,777	39,967
IX. Railway and Tramway Services ..	71,260	76,482	75,896	79,520	74,813	83,183	89,069	88,731
X. Other Land Transport ..	17,687	17,208	15,719	14,728	14,487	15,903	17,862	16,944
XI. Shipping, etc. ..	44,536	42,903	45,868	51,746	50,433	48,598	41,668	40,840
XII. Pastoral, Agricultural, etc. ..	44,593	38,334	37,679	40,735	44,176	46,794	42,923	47,893
XIII. Domestic, Hotels, etc. ..	11,135	9,269	9,907	10,163	11,169	14,702	19,353	20,442
XIV. Miscellaneous ..	100,376	107,975	117,050	123,309	133,855	137,378	169,271	175,696
Total	523,271	528,031	546,556	564,187	581,755	627,685	684,450	703,009

Particulars are given in Labour Report No. 12 (p. 13) of the number of male and female members of unions and the percentage of such members on the total number of adult wage earners. Other tables in the same Report show the classification of unions according to number of members and the number of central labour organisations. Information is also given below as to the development of trade unionism since 1901.

7. Development of Trade Unions in Australia, 1901 to 1921.—The following table shows for the years specified the total number of trade unions in the Commonwealth, and the number and membership of those unions for which returns are available.

**NUMBER AND MEMBERSHIP OF TRADE UNIONS IN COMMONWEALTH,
1901 TO 1921.**

Particulars.	1901.	1906.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Total number of unions ..	198	302	712	713	705	747	767	771	796	796
Number of unions for which membership available ..	139	253	712	713	705	747	767	771	796	796
Membership of these unions ..	68,218	147,049	523,271	528,031	546,556	564,187	581,755	627,685	684,450	703,009

These figures show that while the number of unions in 1921 was more than treble the number in 1906, the estimated membership during the same period increased fourfold. During the last nine years the annual increase in membership was greatest in the year 1912, when it amounted to no less than 68,492, and least in 1915, when it was only 4,760.

8. Interstate or Federated Unions, 1921.—The following table gives particulars as to the number and membership of interstate or federated unions in 1921 :—

**NUMBER AND MEMBERSHIP OF INTERSTATE OR FEDERATED UNIONS IN THE
COMMONWEALTH, 1921.**

Particulars.	Unions Operating in—					Total.
	2 States.	3 States.	4 States.	5 States.	6 States. (a)	
Number of Unions ..	17	10	15	19	40	101
Number of Members ..	20,787	42,127	60,413	137,585	307,438	568,350

(a) Certain Unions in this Group have, in addition to Branches in each of the six States, a Branch in the Northern Territory.

It appears, therefore, that 101 out of the 382 separate associations and groups of associations in the Commonwealth are organised on an interstate basis. The membership of these 101 unions amounts to 568,350, or no less than 80.8 per cent. of the total membership (703,009) of all unions.

9. Central Labour Organisations.—In each of the metropolitan towns, as well as in a number of other industrial centres, delegate organisations, consisting of representatives from a group of trade unions, have been established. Their revenue is raised by means of a per capita tax on the members of each affiliated union. In most of the towns where such central organisations exist, the majority of the local unions are affiliated with the central organisation, which is usually known as the Labour or the Trades Hall Council or the Labour Federation. In Western Australia a unified system of organisation extends over the industrial centres throughout the State. In this State there is a provincial branch of the Australian Labour Party, having a central council and executive, and metropolitan and branch district councils, to which the local bodies are affiliated. The central council, on which all district councils are represented, meets periodically. In the other five States, however, the organisation is not so close, and though provision usually exists in the rules of the central council at the capital town of each State for the organisation of district councils or for the representation on the central council of the local councils in the smaller industrial centres of the State, the councils in each State are, as a matter of fact, independent bodies.

The table below shews the number of metropolitan and district or local labour councils, together with the number of unions and branches of unions affiliated therewith, in each State at the end of the year 1921 :—

CENTRAL LABOUR ORGANISATIONS.—NUMBER, AND UNIONS AFFILIATED, 1921.

Particulars.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	C'wealth.
Number of Councils	3	5	3	3	9	1	24
Number of Unions and Branch Unions affiliated ..	126	187	49	74	181	27	644

The figures given in the preceding table as to number of unions do not necessarily represent separate unions, since the branches of a large union may be affiliated to the local trades councils in the several towns in which they are represented.

Between the trade union and the central organisation of unions may be classed certain State or district councils, organised on trade lines and composed of delegates from separate unions, the interests of the members of which are closely connected by reason of the occupations of their members, such, for example, as delegate councils of bakers, bread carters, and mill employees, or of unions connected directly or indirectly with the iron, steel, or brass trades, or with the building trades.

§ 2. Laws Relating to Conditions of Labour.

1. Tabular Statement of Statutes affecting Labour.—The statutes in force at the end of 1921 in the several States of the Commonwealth, which, more or less directly, affect the general conditions of labour, are shewn in the table hereunder :—

LABOUR LAWS.—TABLE OF STATUTES IN FORCE IN AUSTRALIAN STATES, 1921.

New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.
1. <i>General</i> — Factories and Shops 1912 Early Closing 1899, 1900, 1906, 1910, 1915 and 1919 Saturday Half-Holiday 1910 Eight Hours 1916, 1920 Sunday Trading (Refreshment Rooms) 1916	Factories and Shops 1915, 1919, 1920 (2)	Factories and Shops 1900, 1908, 1914, 1916 (2), 1920	Industrial Code 1920, 1921 Early Closing 1911, 1912	Factories and Shops 1920, 1922	Factories, 1910 1911, 1917 Shops Closing 1911, 1913
2. <i>Prevention of Strikes and Regulation of Rates of Wages</i> — Industrial Arbitration 1912, 1916, 1918 (2), 1919, 1920	Factories and Shops 1915, 1919, 1920 (2)	Industrial Arbitration 1916	Industrial Code 1920, 1921	Industrial Arbitration 1912, 1920	Wages Boards 1920
3. <i>Mining Industry</i> — Mines Inspection 1901, 1904 Coal Mines Regulation 1912, 1913, 1917	Mines 1915, 1921 Coal Mines Regulation 1915	Mining 1898, 1901, 1902, 1912, 1914, 1915, 1920 (2) Mines Regulation 1910, 1912, 1916	Mining 1893, 1895, 1900, 1911, 1918 Mines and Works Inspection 1920	Mining 1904, 1919, 1920, 1921 Mines Regulation 1906, 1915 Mines and Machinery Inspection 1911 Coal Mines Regulation 1902, 1915	Mining 1917, 1918, 1920, 1921 Mines and Works Regulation 1915
4. <i>Security of Wages to Wage Earners</i> — Contractors' Debts 1897 Attachment of Wages Limitation 1900 Truck 1900, 1901, 1918 Bankruptcy 1898 (preference to wages)	Employers and Employees 1915 Insolvency 1915	Contractors' and Workmen's Lien 1906, 1921 Wages 1918 Wages 1918 .. Factories and Shops (as above) Insolvency 1874, 1876	Workmen's Liens 1893, 1896 Wages Attachment 1898 Industrial Code 1920, 1921 Insolvent 1886, 1887, 1896, 1914, 1915, 1918	Workmen's Wages 1898 .. Truck 1899, 1900, 1904 Bankruptcy 1892, 1898	.. Wages Attachment 1900 .. Bankruptcy 1870, 1899
5. <i>Accommodation, Homes, etc.</i> — Shearers' Accommodation 1901 .. Housing 1912 ..	Shearers' Hut Accommodation 1915 Closer Settlement (Workers' Homes) 1915 Housing and Reclamation 1920	Workers' Accommodation 1915, 1921 Miners' Homestead Perpetual Leases 1913 (2), 1921 Workers' Homes 1919	Shearers' Accommodation 1905, 1916 	Shearers' Accommodation 1912 .. Workers' Homes 1911, 1912, 1914, 1922	.. .. Homes 1919, 1920 Municipal Homes 1919
6. <i>Inspection of Machinery, etc.</i> — Scaffolding and Lifts 1912 Boiler Inspection Regulations (under Factories and Shops 1912)	Lifts Regulation 1915 Boilers' Inspection 1915 (2), 1921	Inspection of Scaffolding 1915 Inspection of Machinery 1915	Scaffolding Inspection 1907, 1908 Lifts Regulation 1908 Steam Boilers and Engine Drivers 1911, 1913	.. Inspection of Machinery 1922	.. Inspection of Machinery 1902, 1909, 1913

LABOUR LAWS—TABLE OF STATUTES—*continued.*

New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.
7. <i>Trade Unions—</i> Trade Unions 1881 Trade Unions Re-registration 1920	Trade Unions 1915	Trade Union 1915	Trade Unions 1876	Trade Unions 1902	Trade Unions 1889
8. <i>Relations of Masters and Servants—</i> Masters and Ser- vants 1902 Apprentices 1901, 1915	Employers and Employees 1915 Master and Ap- prentice 1915 Servants' Regi- stry Offices 1915	Apprentices 1828, 1844 Wages 1918 Labour Ex- changes 1915	Masters and Ser- vants 1878 .. Employees' Registry Office 1915	Masters and Ser- vants 1892 Masters and Ap- prentices 1873 Employment Brokers 1909, 1912, 1918	Master and Ser- vant 1856, 1882, 1884, 1887 ..
9. <i>Liability in case of Accidents—</i> ..	Employers and Employees 1915	..	Employers' Lia- bility 1884, 1889	Employers' Lia- bility 1894	Employers' Lia- bility 1895, 1898, 1903
Workmen's Com- pensation 1916, 1920 (3)	Workers' Com- pensation 1915	Workers' Com- pensation 1916 (2), 1918, 1921	Workmen's Com- pensation 1911, 1918, 1919, 1920	Workers' Com- pensation 1912, 1920	Workers' Com- pensation 1918, 1920, 1921

2. **Registered Factories.**—The number of establishments registered under Factories Acts is shown below :—

FACTORIES REGISTERED UNDER ACTS, 31st DECEMBER, 1920.

State.	Number of Registered Factories.	Numbers Employed.		
		Males.	Females.	Total.
New South Wales	9,745	92,566	33,479	126,045
Victoria	8,631	76,672	40,174	116,846
Queensland(a)	3,282	24,167	8,547	32,714
South Australia	1,960	15,455	5,208	20,663
Western Australia(c) ..	1,216	10,158	3,009	13,167
Tasmania(b)	1,004	7,869	1,739	9,608
Commonwealth	25,838	226,887	92,156	319,043

(a) At 31st March. (b) At 30th June. (c) Particulars for 1919. Figures for 1920 not available.

FACTORIES REGISTERED UNDER ACTS, 31st DECEMBER, 1921.

State.	Number of Registered Factories.	Numbers Employed.		
		Males.	Females.	Total.
New South Wales	10,087	88,819	33,565	122,384
Victoria	8,922	72,141	40,766	117,613 (a)
Queensland	3,426	24,411	8,409	32,820
South Australia	1,981	16,033	5,759	21,792
Western Australia	1,543	15,080	3,683	18,763
Tasmania	1,089	6,462	1,311	7,773
Commonwealth	27,048	222,946	93,493	321,145

(a) Includes 4,706 employers and their children working in factories.

3. **Comparative Statement of Factories Law in Australia.**—The tables on pp. 994 to 999 of Year Book No. 11 shew at a glance the chief provisions of the Factories and Shops Acts in the Commonwealth. Since the issue of that edition, new Acts have been passed in some States and Amending Acts in others, the effect being briefly as follows :—

(i) *New South Wales.* Early Closing (Amendment) Act 1919. Tobacconists' and hairdressers' shops are to close on 4 days at 7 p.m., on one day (Wednesday or Saturday optional) at 1 p.m., and on Fridays at 10 p.m.

(ii) *Victoria.* Factories and Shops Act 1919. The hour for closing shops on Friday nights is altered from 10 p.m. to 9 p.m.

(iii) *South Australia.* Industrial Code 1920. This Code consolidates the previous Factories Acts, and makes some important alterations, the principal being that the minimum wage to be paid to any employee in a factory is 10s. per week, and the total number of hours of employment as regards women and boys over 14, when overtime is worked, is limited to 55 per week.

(iv) *Western Australia.* Factories and Shops Act 1920. A considerable number of alterations have been made in the provisions relating to factories and shops, the more important of those which relate to factories being (a) the number of hands constituting a factory is now four or more, instead of six ; (b) no premium whatever may be demanded ; (c) the age of admission of girls into factories is raised to 15 years ; (d) the maximum number of working hours for boys under 16 years and females is reduced to 44 per week and 8½ per day, with not more than 4½ hours continuous for children under 14 years and women ; (e) overtime is limited to two hours per day, on two days per week, which must not be continuous, and 52 days in a year, while overtime pay must be at the rate of time and a half ; (f) the employment of women is prohibited for six weeks before or after childbirth ; (g) girls under 16 must not be engaged in typesetting, nor persons under 16 in dry-grinding or match-dipping, nor girls under 18 in melting or annealing glass, nor persons under 18 in charge of a lift ; (h) all factories must be registered annually.

In shops the maximum number of hours which may be worked is reduced to 48 for male adults and to 44 for boys under 16 and women, while the latter may not be employed for longer than 8½ hours per day, except on one day a week when 9½ hours may be worked. There must also be at least one seat for every three women employed.

4. **Mining Acts.**—Under the Mining Acts the employment underground of all females and of boys under fourteen years is prohibited. A minimum age, usually seventeen, is fixed for employment as lander or bracedman at plats and landing places ; no lander, bracedman, underground worker, or man in charge of motive power may be employed more than eight hours a day. A large number of scientific provisions for the protection of the lives and health of miners is also inserted in the Acts. Engine drivers must hold certificates of competency. Persons may be licensed to certify to the condition of boilers. Provision is made to enable injured persons or the relatives of persons killed to recover damages if the injury or death results from a breach of the regulations referred to above. Inspection of mines is fully provided for. Sunday labour is forbidden. In New South Wales and (since 1st February, 1910) Victoria still more advanced mining legislation exists ; numerous sections are designed to ensure the well-being of the workers, such as limitation of hours, etc.

5. **Employers' Liability and Workmen's Compensation Acts.**—In each of the States, Acts have been passed allowing compensation to workers who have been killed or injured while engaged in industrial occupations. In the Commonwealth, one Act provides for compensation to all workers employed by the Commonwealth, and another to all seamen working on ships registered in Australia. In New South Wales, amendments of the Workmen's Compensation Act made provision for workmen exposed to dust and for Broken Hill miners. A conspectus of these Acts is given in the pages immediately following.

CONSPECTUS OF WORKMEN'S

HEADING.	NEW SOUTH WALES.	VICTORIA.	QUEENSLAND.	SOUTH AUSTRALIA.
<i>Name of Act</i> ..	Workmen's Compensation Act 1916 and 1920 (3).	Workmen's Compensation Act 1915	The Workers' Compensation Act 1916 (2), 1918, and 1921.	The Workmen's Compensation Act 1911, 1918, 1919, and 1920.
<i>Definition of Employer</i>	Includes any body of persons, corporate or incorporate, and the legal representative of a deceased employer.	Includes any body of persons, corporate or incorporate.	Includes persons, firms, companies and corporations employing workers.	Includes any body of persons, corporate or incorporate
<i>Nature of Work to which Act applies.</i>	Any person who is under contract of service or apprenticeship, whether by way of manual labour, clerical work or otherwise.	Manual workers. Other workers with incomes up to £250.	Any person (including a domestic servant) who works under a contract of service or apprenticeship, whether by way of manual labour, clerical work or otherwise, including tributers in mines and jockeys.	Manual only, with incomes up to £5 a week.
<i>Workers expressly excluded.</i>	Casuals, outworkers, persons whose remuneration exceeds £525 per annum and members of the employer's family dwelling in his house.	Workers other than manual earning over £250. Police, outworkers, members of employer's family.	Persons earning over £10 per week at time of accident. Casuals, police, subscribers to Public Service Superannuation Fund, members of employer's family.	Persons earning over £8 a week. Outworkers, members of employer's family, seamen whose injury occurs outside jurisdiction, agricultural, horticultural, viticultural, dairying or pastoral workers where machinery is not used, clerks, domestic servants.
<i>Employer not liable to pay compensation for</i>	Injury disabling for less than one week.	Injury incapacitating for less than a week.	Injury incapacitating for less than three days.	First week of injury if disabled for less than two weeks.
<i>In event of insolvency maximum amount of compensation admitted as first charge on assets per individual.</i>	£200.	£200.	Insurance compulsory in State Accident Insurance Fund.	£100.
<i>Compensation in case of Death.</i>				
<i>If dependents left</i> ..	3 years' earnings, or £300, whichever larger; maximum, £500.	3 years' earnings, or £200, whichever larger; maximum, £500.	3 years' earnings or £300, whichever larger; maximum, £600.	4 years' earnings, or £200, whichever larger; maximum, £300.
<i>If no dependents, maximum amount for medical attendance and funeral expenses.</i>	£20.	£50.	£50.	£20.
<i>Compensation in case of Incapacity.</i>				
<i>Weekly payment</i> ..	66½ % of average weekly earnings; maximum, £8.	Half average weekly earnings; maximum, 30s.	Half average weekly earnings; and 5s. per week for each dependent child under 14 years; maximum, £2 (with children £3 10s.), minimum, £1.	Half average weekly earnings; maximum, single man 30s., married man £2.
<i>Maximum total liability</i>	£750.	£500.	£750.	£500.
<i>Compensation for Workers over 60 years of age who have entered into an agreement.</i>				
<i>Death, with dependents—Minimum</i> ..	..	£50.	..	£50.
<i>Incapacity—Minimum weekly payment</i> ..	..	5s., or quarter of weekly earnings, whichever larger.	..	5s.
<i>Maximum total liability</i> .. ..	..	£50.	..	£50.

COMPENSATION ACTS IN AUSTRALIA.

WESTERN AUSTRALIA.	TASMANIA.	COMMONWEALTH. (Employees.)	COMMONWEALTH. (Seamen.)
Workers' Compensation Act 1912 and 1920.	The Workers' Compensation Act 1918, 1920, 1921.	Commonwealth Workmen's Compensation Act 1912.	Seamen's Compensation Act 1911.
Same as South Australia.	Same as South Australia.	The Commonwealth.	Same as South Australia.
Manual, clerical or otherwise with income up to £300 a year.	Work under contract of service or apprenticeship by way of manual labour, clerical work, or otherwise, on land or water.	Manual, clerical, or otherwise.	Navigation or working of ships registered in Australia. Seamen shipped under Articles of Agreement in Australia while under Commonwealth law included.
Persons whose remuneration exceeds £400 a year. Casuals, police, outworkers, members of employer's family.	Casuals, outworkers, police force, domestic servants under 16 years and not working 8 hours per day, and persons whose weekly earnings do not exceed £4.	Persons not employed in manual labour earning over £500 a year. Outworkers, naval and military forces on active service.	Seamen on vessels ordinarily propelled by oars, and those in naval or military service
Same as South Australia.	Injury incapacitating for less than three days.	..	Same as South Australia.
£150.	£100.	..	Full amount.
3 years' earnings, or £400, whichever larger; maximum, £500.	3 years' earnings, or £200, whichever larger; maximum, £400.	3 years' earnings, or £200, whichever larger; maximum, £500.	3 years' earnings, or £200, whichever larger; maximum, £500.
£100.	£30.	£30.	£30.
Medical attendance up to £1. Half average weekly earnings; maximum, £2 10s.	Half average weekly earnings; maximum, £2, minimum, £1.	Half average weekly earnings; maximum, £2.	Half average weekly earnings; maximum, 30s.
£500.	£500.	..	..
£100.	£100.	..	(If seamen entitled to Commonwealth Old-age pension, amount of compensation and pension together not to exceed 30s. weekly.)
10s.	20s.	..	..
£100.	£100.	..	..

CONSPECTUS OF WORKMEN'S

HEADING.	NEW SOUTH WALES.	VICTORIA.	QUEENSLAND.	SOUTH AUSTRALIA.
<i>Compensation for infirm workers who have entered into an agreement</i>				
Death—Minimum payment .. ..	..	£50.	..	£50.
Incapacity—Minimum weekly payment ..	..	5s., or quarter of weekly earnings, whichever larger.	..	5s.
Maximum total liability .. ..	..	£50.	..	£50.
<i>Compensation for workers under 21 years of age earning less than 20s. weekly.</i>				
Weekly payment ..	Average weekly earnings; maximum, 15s.	Average weekly earnings; maximum, 10s.	..	Average weekly earnings; maximum, 10s.
<i>Waiting time</i> ..	None.	One week.	Three days. Compensation from date of accident if incapacity lasts over three days.	One week. No compensation for first week unless incapacity lasts two weeks.
<i>Period after which lump sum can be substituted for weekly payment.</i>	Six months.	Six months.	Any time.	Six months.
<i>Tribunal, if claim not settled by agreement.</i>	Committee representative of employer and his workmen, if existing, or arbitration, or Judge of District Court or by an authorised Stipendiary or Police Magistrate.	Judge of County Court or Police Magistrate.	Insurance Commissioner, Industrial Magistrate, Court of Industrial Arbitration.	Arbitrator. If arbitrator not agreed on within one month, special Magistrate. Appeals to Supreme Court.
<i>Regulations for worker leaving the State in which he was injured.</i>	If permanent incapacity likely, quarterly substituted for weekly payments in case of worker ceasing to reside in the State.	Same as South Australia.	If permanent incapacity proved, 150 times weekly payments substituted for weekly payments in case of worker leaving Commonwealth.	If permanent incapacity likely, quarterly substituted for weekly payments in case of worker leaving State.
<i>Proceedings for compensation not maintainable unless commenced within</i>	Six months.	Six months.	Six months.	Six months.

6. **Other Acts.**—Other legislation regulating conditions of labour has been enacted by the States. The *British Conspiracy and Protection of Property Act* (38 and 39 Vic., c. 85) has been adopted in all the States except New South Wales and Queensland. Servants' registry offices are placed under administrative control, and the rates of commission chargeable are fixed by regulation. Power is given to workmen to attach moneys due to a contractor who employs them, in order to satisfy a claim for wages, such wages being made a first charge on moneys due to a contractor. Workmen are given a lien for wages over material whereon they are working, even if it becomes part of other property. This is in addition to the common law lien, which ceases when possession of the property is parted with. Workmen's wages are protected from attachment. In Victoria, provision is made for the compulsory resumption of suburban lands to provide workmen's homes.

7. **General Results of Industrial Legislation.**—The results of the legislation described must be sought in the Reports of the Inspectors of Factories of the several States, and in the Reports issued by the Labour and Industrial Branch of this Bureau.

COMPENSATION ACTS IN AUSTRALIA—*continued.*

WESTERN AUSTRALIA.	TASMANIA.	COMMONWEALTH. (Employees).	COMMONWEALTH. (Seamen).
£100.	£50, or 39 times average weekly earnings, whichever larger.	..	..
10s.	10s., or quarter of weekly earnings, whichever larger.	..	..
£100.	£100.	..	..
Average weekly earnings : maximum, 20s.	Average weekly earnings, maximum, 20s.	Same as New South Wales.	Same as New South Wales.
Three days.	None.	None.	One week. No compensation for first week unless incapacity lasts two weeks.
Six months.	Two months.	Six months.	Six months.
Local Court.	Commissioner (under Local Courts Act 1896) in Court of Requests.	Arbitrator or County Court.	Arbitrator or County Court.
Weekly payments continue in case of worker leaving State.	Same as South Australia.	If permanent incapacity likely, quarterly substituted for weekly payments in case of worker leaving Australia.	If permanent incapacity likely, quarterly substituted for weekly payments in case of worker leaving Australia.
Six months.	Six months.	Six months.	Six months, or 18 months if ship lost at sea.

Generally speaking, the perusal of these reports and of the reports of Royal Commissions which have inquired into the working of the Acts, affords satisfactory evidence that the Acts have, on the whole, effected their objects.

§ 3. Legislative Regulation of Wages and Terms of Contract.

1. *General.*—Two systems, based upon different principles, exist in Australia for the regulation of wages and general terms of contracts of employment. A “Wages Board” system exists in Victoria and Tasmania, and an Industrial Arbitration Court in Western Australia. In the industrial legislation of New South Wales, Queensland, and South Australia, both systems are embodied, Industrial or Wages Boards, as well as Industrial Courts, being instituted. In accordance with the provisions of the Acts in New South Wales and Queensland, the Industrial Courts in these States have been exercising the functions of Wages Boards, and the work of the existing Boards has been greatly curtailed. Practically all the awards in these States during the last three years have been made by the Industrial Courts. In Victoria, Wages Boards’ decisions may be reviewed by the Court of Industrial Appeals. In New South Wales, Industrial Arbitration Acts of 1901

and 1905 instituted an Arbitration Court. This court expired on 30th June, 1908, having delivered its last judgment on the previous day. Wages Boards were substituted under the Industrial Disputes Act 1908, and subsequent years; while the Act of 1912 introduced the mixed system. The Industrial Arbitration (Amendment) Act, assented to on 22nd March, 1918, amends the law for the regulation of the conditions of industries and industrial arbitration. The Act provides for the establishment of a Board of Trade and of special and deputy Courts of Industrial Arbitration, and also for the appointment of Industrial Boards on the recommendation of the Court. In South Australia the Industrial Code 1920 provides for the constitution of an Industrial Court, which may have the assistance of assessors. Provision is also made for the appointment of a Board of Industry having somewhat similar powers to the Board of Trade in New South Wales. There is also the Arbitration Court of the Commonwealth, which has power, however, to deal only with matters extending beyond the limits of a single State. The Arbitration (Public Service) Act was assented to on the 7th October, 1920. The Act provides for the appointment of an Arbitrator whose duties shall be to determine all matters submitted to him relating to salaries, wages, rates of pay, or terms or conditions of employment of officers or employees of the Commonwealth Public Service. This Act superseded that of 1911, under which Commonwealth Public Servants had access to the Commonwealth Court of Conciliation and Arbitration. The Industrial Peace Act 1920, which was assented to on 13th September, 1920, applies to industrial matters in relation to conciliation and arbitration for the prevention and settlement of industrial disputes extending beyond the limits of any one State. Provision is made that the Governor-General may appoint a special tribunal or tribunals for the prevention and settlement of any industrial dispute or disputes.

TRIBUNALS FOR THE REGULATION OF

<i>Particulars.</i>	NEW SOUTH WALES.	VICTORIA.	QUEENSLAND.
<i>Name of Act</i>	Industrial Arbitration Act 1912, 1916, 1918 (2), 1919, and 1920	Factories and Shops Act 1915, 1919, and 1920 (2)	Industrial Arbitration Act 1916
<i>Nature of Tribunals</i>	Court of Industrial Arbitration. Industrial Boards. Board of Trade	Court of Industrial Appeals. Wages Boards	Court of Industrial Arbitration. Industrial Boards
<i>How Tribunals are brought into existence</i>	Court constituted by Act. Industrial Boards by the Minister on recommendation of Industrial Court. Board of Trade constituted by Act	Court constituted by Act. Wages Boards by Governor-in-Council	Court constituted by Act. Industrial Boards by Minister on recommendation of Court
<i>Scope of Acts</i>	To any industry, etc., as the Minister on the recommendation of the Court may direct. Includes Government servants. Board of Trade declarations re living wage, apprenticeship, etc.	To any process, trade, business, or occupation specified in a resolution of both Houses of Parliament or Order in Council (as the case may be). Government servants are not included (a)	To all callings and all persons (including Government servants) except (1) State children; (2) domestic servants; (3) persons engaged in farming operations on dairy, fruit and agricultural farms
<i>How a matter is brought under review</i>	Reference by Court or Minister, or by application to the Board by employers (having not less than 20 employees) or industrial unions	Usually by petition to Minister	Upon reference by an industrial union or employer, or any twenty employees in any calling, or the Minister, or of the Court

(a) "The Railways Classification Board Act" 1919 and 1921 provides for a special tribunal to regulate wages and hours of employment of railway employees.

The chief aims of the Wages Board system are to regulate hours, wages, and conditions of labour and employment, by the determination of a Board usually brought into existence for any specified industry or group of industries by petition or application. Under the Industrial Arbitration Court system an industry does not technically come under review until a dispute has actually arisen. Most of the Acts, however, have given the President of the Court power to summon a compulsory conference. In Victoria, where the Wages Board system is in force, there is no provision against strikes, but in Tasmania, where that system has also been adopted, penalties are provided for a lock-out or strike on account of any matter in respect of which a Board has made a determination.

Particulars were given as to the historical development, mode of constitution and general provisions of Wages Boards and Arbitration Courts in Year Book No. 9, pages 960 to 966. These refer to the regulation of wages and working conditions, and the prevention and settlement of industrial disputes.

2. Comparative Statement of Tribunals for Regulating Wages in Australia.—The table on pages 864 to 867 shews at a glance the Acts which operate in fixing wages, the constitution and function of tribunals enacted under them, and the effect and extent of the tribunals' decisions. It will be seen that in all the States there is machinery for the regulation of wages.

Under the authority of the Commonwealth Government a War Precautions Coal Board appointed in November, 1916, to regulate wages, working conditions and other matters in the coal mining industry issued "Orders" during 1916 and 1918, but was inactive during 1917. Special tribunals to deal with the coal industry and the coke industry were appointed by the Industrial Peace Acts of 1920.

WAGES IN TRADES IN AUSTRALIA, 1921.

SOUTH AUSTRALIA.	WESTERN AUSTRALIA.	TASMANIA.	COMMONWEALTH.(a)
Industrial Code 1920 and 1921	Industrial Arbitration Act 1912 and 1920	Wages Boards Act 1920	Conciliation and Arbitration Act 1904-1921. Arbitration (Public Service) Act 1911 and 1920. Industrial Peace Act 1920 (2)
Industrial Court. Industrial Boards. Board of Industry	Court of Arbitration	Wages Boards	Court of Conciliation and Arbitration
Court constituted by Act, Industrial Boards by the Minister on the recommendation of the Board of Industry. Board of Industry constituted by the Act	Constituted by the Act	By Governor pursuant to resolutions of Parliament and by Proclamation of Governor when Parliament not in session	Court of Record constituted by the Act
To any business, trade, manufacture, or calling carried on by way of trade or for purposes of gain (except agriculture). Includes Government servants. Board of Industry declarations <i>re</i> living wage, etc.	All industrial occupations other than domestic service. Includes certain Government workers	To any process, industry, business, etc., except agricultural, horticultural, or pastoral pursuits	Industrial disputes extending beyond limits of any one State or in Federal Capital or Northern Territories
Court—Submission by Minister, President (after compulsory conference), employers or employers association, by not less than 20 employees or employees' association. Industrial Boards—By petitions, etc.	Industrial disputes referred by President or by an Industrial Union or Association	Usually by petition to Minister	Industrial disputes either certified by Registrar, submitted by organisation, referred by a State Industrial authority or by President after holding abortive Compulsory Conference

(a) Particulars shown relate to Conciliation and Arbitration Act 1904-1920. A brief review of the Arbitration (Public Service) Act and the Industrial Peace Act is given in Labour Report, No. 11, pp. 117-121.

TRIBUNALS FOR THE REGULATION OF

<i>Particulars.</i>	NEW SOUTH WALES.	VICTORIA.	QUEENSLAND.
<i>President or Chairman of Tribunal</i>	Court—Judge of Supreme Court, or a District Court Judge, or a barrister-at-law of 5 years' standing appointed by the Governor. Industrial Boards—Appointed by Minister on recommendation of Court. Board of Trade—Appointed by the Governor-in-Council	Court—Judge of Supreme Court appointed by Governor. Wages Boards—Appointed by Governor-in-Council on nomination of Board, or failing that on nomination by Minister	Court—Judge of Supreme Court or District Court or a barrister or solicitor of not less than 5 years' standing appointed by Governor. Industrial Boards—Appointed by Board, or failing that, by Minister
<i>Number of Members of Tribunal</i>	Court—Constituted by Judge or an additional or deputy judge or any two or more together. Industrial Boards—Chairman and 2 or 4 other members. Board of Trade—President, Deputy-President, 4 commissioners and 1 or more for rural industries	Court—President and 2 other persons. Wages Boards—Not less than 4 nor more than 10 members and a chairman	Court—Not exceeding 3, including president. Industrial Boards—Two or 4 in addition to chairman
<i>How ordinary members are appointed</i>	Court—Appointed by Governor. Industrial Boards—Appointed by Minister on recommendation of Court. Board of Trade—By Governor-in-Council	Court—Nominated by representatives of employers and employees on Wages Board or failing that by Minister. Wages Boards—Nominated by Minister. But if one-fifth of employers or employees object, representatives are elected by them	Members of Court by Governor-in-Council. Members of Industrial Boards by Minister on nomination by employers and employees respectively, and on the recommendation of the Court
<i>Decisions—how enforced</i>	By Registrar and Industrial Magistrate	By Department of Labour in Courts of Petty Sessions before Police Magistrates	By Court of Industrial Arbitration on application of any party to the award or agreement, or of Registrar, or Industrial Inspector
<i>Duration of decision</i>	For period fixed by Tribunal, but not more than 3 years, and after such period until varied or rescinded	Until altered by Board or Court of Industrial Appeals	12 months and thereafter, unless sooner rescinded or varied
<i>Appeal against decision</i>	To Court of Arbitration against decision of Boards	To the Court of Industrial Appeals	To Court of Industrial Arbitration against decision of Boards. Case may be stated for opinion of Full Bench
<i>Can Preference to Unionists be declared?</i>	Yes	No	Yes
<i>Provision against strikes and lock-outs</i>	Fourteen days' notice of intention must be given. Secret ballot, two-thirds of members must vote. Penalty for illegal strike, £500; for lock-out, £1,000	Determination may be suspended by Governor-in-Council for any period not exceeding 12 months	Provision made for taking ballot majority must vote in favour of strike or lock-out. Penalties for strikes or lock-outs, employer or industrial union, £100; other cases, £10
<i>Special provisions for Conciliation</i>	Special Commissioner. Conciliation Committees for colliery and other districts. Registered agreements	None	Compulsory Conference. Registered agreements

WAGES IN TRADES IN AUSTRALIA, 1921—*continued.*

SOUTH AUSTRALIA.	WESTERN AUSTRALIA.	TASMANIA.	COMMONWEALTH.
Court—Present President appointed by Act. On vacancy occurring, Governor to appoint person eligible for appointment as a Judge of Supreme Court. Industrial Boards—Appointed by Minister on nomination of Board, or failing such nomination, on selection by Board of Industry. Board of Industry—President or Deputy-President of the Industrial Court	A Judge of the Supreme Court appointed by Governor	Appointed by the Governor	President appointed by Governor-General from Justices of High Court for a term of 7 years
Court—Constituted by President or a Deputy-President, or any 2 or more of them together. Industrial Boards—Chairman and 4, 6, or 8 other members. Board of Industry—President and 4 Commissioners	Three, including President	Chairman, and as many representative members as the Minister declares	President. Provision is made for appointment of Deputy-Presidents
Court—Deputy Presidents by Governor. Industrial Boards—By Minister on nomination of employers and employees respectively, failing that on selection of President. Board of Industry—Appointed by Governor	Appointed by Governor, one each on recommendation of unions of employers and workers respectively	By Minister on nomination by employers and employees. Selected by Minister if less or more than required nominations.	Deputy-Presidents appointed by Governor-General from Justices of High Court or Judges of Supreme Court of a State, or from barristers or solicitors of the High Court or of the Supreme Court of a State, of not less than 5 years' standing
By Factories Department before Special Magistrate or Justices. Appeal to Industrial Court	By Arbitration Court on complaint of any party to the award or Registrar or an Industrial Inspector	By Chief Inspector under Factories Act with consent of the Minister	By proceedings instituted by Registrar, or by any organisation affected, or a member thereof
Court—Period specified, but not more than 3 years, and thereafter until new award or order made. Industrial Boards—Period specified, not exceeding 3 years, unless previously cancelled by Minister or varied or rescinded by Board or Court	For period fixed by Court, not exceeding 3 years, or for 1 year and thenceforward from year to year until 30 days' notice given	For 2 years, and thereafter until new determination made	For period fixed by award not exceeding 5 years, and thereafter, unless the Court otherwise orders, until a new award has been made
To Industrial Court	No appeal except against imprisonment or a fine exceeding £20	To Supreme Court against validity of determination only	No appeal. Case may be stated by President for opinion of High Court
No	No	No	Yes; ordinarily optional, but mandatory if in opinion of Court preference is necessary for maintenance of industrial peace or welfare of society
Penalty £500, or imprisonment for 3 months	Employer or Industrial Union, £100; other cases, £10	Organisations, £500; individuals, £20	Penalty, £1,000
Compulsory Conference. Registered agreements	Special Commissioner. Compulsory conference. Registered agreements	None	Compulsory Conference. Court may temporarily refer to Conciliation Committee. Registered agreements

§ 4. Operations under Wages Board and Industrial Arbitration Acts.

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

These particulars have from time to time been revised, and reviews to the end of approximately quarterly periods have been published in the periodical Labour Bulletins to the 30th June, 1917, and thereafter in the Quarterly Summaries to the 31st December, 1921. Information has also been compiled and included in the later issues of the Labour Bulletin and Quarterly Summary respecting the estimated number of work-people affected by awards or determinations and industrial agreements in each State. In addition, a brief quarterly epitome has been given of the number of awards and determinations made and industrial agreements filed under the Act in force in each State and the Commonwealth Conciliation and Arbitration and the Commonwealth (Public Service) Arbitration Acts. The following tabular statement gives particulars of the operations in each State and under the Commonwealth Statutes during each quarter of the years 1920 and 1921 respectively :—

AWARDS AND DETERMINATIONS MADE AND INDUSTRIAL AGREEMENTS FILED IN EACH QUARTER OF 1920 AND 1921.

State and Commonwealth.	1st Quarter.		2nd Quarter.		3rd Quarter.		4th Quarter.		Full Year.	
	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.
1920.										
New South Wales	19	17	52	6	38	12	30	29	139	64
Victoria ..	48	..	28	..	18	..	31	..	125	..
Queensland ..	42	14	44	6	46	..	36	3	168	23
South Australia	10	..	8	3	25	2	31	6	74	11
Western Australia	..	19	..	18	..	12	2	16	2	65
Tasmania ..	21	..	9	..	15	..	9	..	54	..
Commonwealth ..	5	66	8	87	2	9	17	21	32	183
Total ..	145	116	149	120	144	35	156	75	594	346
1921.										
New South Wales	16	12	24	6	19	14	40	8	99	40
Victoria ..	27	..	49	..	18	..	12	..	106	..
Queensland ..	25	3	28	5	20	8	3	..	76	16
South Australia	5	3	8	..	27	2	30	23	70	28
Western Australia	..	13	2	11	2	9	3	7	7	40
Tasmania ..	1	..	10	..	5	3	4	..	20	3
Commonwealth	3	26	21	14	1	258	9	17	34	315
Com. Pub. Ser. Arbitrator ..	..	..	1	..	2	..	7	..	10	..
Total ..	77	57	143	36	94	294	108	55	422	442

Owing to the prevailing drought conditions and the advent of war during the year 1914, varying restrictive measures were introduced either for the suspension or curtailment of the operations of industrial tribunals in each of the States. During the second quarter of 1915 these restrictions were somewhat relaxed in New South Wales and Queensland, and early in the third quarter operations gradually assumed normal conditions in all the States. During the third and fourth quarters of 1915 greater activity was evidenced in each State, and this activity continued during the subsequent years.

2. Boards Authorised, and Awards, Determinations, and Agreements in Force.—

In the following table particulars are given for all States, excepting Western Australia, in which State no Boards are in existence, of the number of Boards authorised and constituted, and including operations under the Commonwealth and the Western Australian Arbitration Acts, of the number of awards, determinations, and industrial agreements in force in all States at the 31st December, 1913, and during the four quarters of 1921 :—

PARTICULARS OF BOARDS AND OF AWARDS, DETERMINATIONS, AND INDUSTRIAL AGREEMENTS IN FORCE AT 31st DECEMBER, 1913, AND DURING EACH QUARTER OF 1921.

Dates.	Boards Autho- rised.	Boards Con- stituted.	Boards which had made Awards or Deter- minations.	Awards or Deter- minations in Force.(a)	Industrial Agree- ments in Force.
31st December, 1913	505	501	387(b)	575(c)	401
31st March, 1921	481	442	395(d)	1,043	993
30th June, 1921	535	475	411	1,067	957
30th September, 1921	566	554	440	1,091	1,206
31st December, 1921	569	557	479	1,047(e)	1,222

(a) Including awards made by Arbitration Courts and the Commonwealth Public Service Arbitrator. (b) Owing to a number of awards made under the New South Wales Industrial Disputes Act (1908) being still in force the Boards constituted for such industries under the Industrial Arbitration Act (1912) had not made any awards. (c) Excluding awards or determinations which expired in New South Wales (under the Act of 1908) on 31st December, 1913. (d) All Wages Boards in Tasmania constituted under the provisions of the Wages Boards Act 1910, as amended, were abolished on the 19th January, 1921, by the Wages Boards Act (1920). The Act of 1920 contains provision for the appointment of Wages Boards. (e) Explanation of this reduction will be found on pp. 118-119 of Labour Report No. 12.

It will be observed from the particulars set out in the above table that considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions took place during the eight years ending 31st December, 1921. At the end of 1921, 472 additional awards or determinations were in force in the Commonwealth. The number of industrial agreements* made and in force under the various Acts increased during the eight years under review by 821.

* The registration of industrial agreements is not provided for under the Act in force in Victoria, but such agreements may be registered and filed under the provisions of the Commonwealth Conciliation and Arbitration Act to operate in any or in all States.

In the following table particulars are given for each State and the Commonwealth of the number of Boards authorised, etc., at the 31st December of the years 1913, and 1920 and 1921 :—

BOARDS AUTHORISED AND CONSTITUTED, AWARDS, DETERMINATIONS AND AGREEMENTS IN FORCE AT 31st DECEMBER, IN EACH OF THE YEARS 1913, 1920 AND 1921.(e)

Particulars.	At 31st Dec.	Commonwealth.		N.S.W.	Vic.	Q'land	S.A.	W.A.	Tas.	Total.
		Court.	Pub Ser. Arb.							
<i>Boards Authorised, etc. (a)—</i>										
Boards authorised ..	1913 ..	..	..	(b) 216	135	75	56	..	23	505
	1920 ..	..	..	265	161	..	(f) 2	..	47	475
	1921 ..	..	..	273	170	..	76	..	50	569
Boards constituted ..	1913 ..	..	..	(b) 223	132	74	51	..	21	501
	1920 ..	..	..	265	159	..	(f) 2	..	44	470
	1921 ..	..	..	273	168	..	76	..	40	557
Boards which have made Awards or Determinations ..	1913 ..	..	..	123	123	74	47	..	19	386
	1920 ..	..	..	245	150	..	(f) 2	..	43	440
	1921 ..	..	..	254	157	..	51	..	(h) 17	479
<i>Awards and Determinations—</i>										
Awards and Determinations in force ..	1913 ..	17	..	(d) 265	127	73	54	18	21	575
	1920 ..	(g) 106	..	359	155	212	100	64	45	1,041
	1921 ..	99	22	(i) 314	161	208	111	84	48	1,047
<i>State Awards and Determinations—</i>										
Applying to Whole State	1913 ..	..	..	32	8	3	..	..	15	58
	1920 ..	..	..	31	30	44	1	5	43	154
	1921 ..	..	..	38	37	57	3	5	41	181
Applying to Metropolitan area	1913 ..	..	..	58	..	28	53	13	1	153
	1920 ..	..	..	106	1	56	72	46	..	281
	1921 ..	..	..	85	1	54	81	56	..	277
Applying to Metropolitan and Country areas	1913 ..	..	..	49	105	1	..	1	5	161
	1920 ..	..	..	133	114	43	5	2	2	299
	1921 ..	..	..	128	112	35	5	3	5	288
Applying to Country areas	1913 ..	..	..	126	14	41	1	4	..	186
	1920 ..	..	..	89	10	69	22	11	..	201
	1921 ..	..	..	63	11	62	22	20	2	180
<i>Commonwealth Court Awards—</i>										
Awards in force in each State	1913 ..	..	..	13	17	15	16	9	13	..
	1920 ..	..	..	71	77	50	69	48	62	..
	1921 ..	..	..	58	67	33	59	34	50	..
<i>Commonwealth Public Service Arbitrator—</i>										
Determinations in force in each State	1921 ..	..	..	21	20	20	21	21	19	..
<i>Industrial Agreements—</i>										
In force ..	1913 ..	228	..	75	..	5	11	82	..	401
	1920 ..	673	..	107	..	56	31	105	..	972
	1921 ..	922	..	108	..	44	39	106	3	1,222
Commonwealth Agreements in force in each State	1913 ..	..	..	132	129	68	62	57	61	..
	1920 ..	..	..	220	205	57	71	37	107	..
	1921 ..	..	..	208	504	61	103	70	118	..
Number of Persons working under State Awards and Determinations (estimated)	1921 ..	..	..	275,000	171,000	100,000	27,000	35,000	15,000	623,000

(a) The figures for New South Wales are exclusive of Demarcation Boards. (b) Including boards which were subsequently dissolved, owing to alteration in the sectional arrangement of industries and callings. (c) Including one board subsequently superseded by three boards. (d) Omitting a number of awards which expired on the 31st December, 1913. (e) For particulars relating to the years 1914 to 1919, see Labour Reports No. 9, p. 113 and No. 10, p. 108. (f) Wages Boards appointed under the Factories Acts, 1907 to 1915, with the exception of those which had any matter part heard, were dissolved by the Industrial Code, 1920, on the 9th December, 1920. Provision is made in the new Act for the appointment of Industrial Boards. (g) Excluding awards made by the Court under the Arbitration (Public Service) Act 1911, which for the purposes of the Arbitration (Public Service) Act, 1920, are deemed to be determinations of the Commonwealth Public Service Arbitrator. (h) All Wages Boards constituted under the Wages Boards Act 1910, as amended, were abolished on the 19th January, 1921, by the Wages Board Act 1920. The particulars shewn relate to Boards appointed under the latter Act. (i) Explanation of this reduction will be found on pp. 118–119 of Labour Report No. 12.

§ 5. Fluctuations in Employment and Unemployment.

1. General.—The particulars shewn in the following tables are based upon information furnished by the secretaries of trade unions in the several States of the Commonwealth. It will be seen from the tables that the membership of unions regularly reporting has now reached nearly 400,000. Unemployment particulars are not collected from those

unions whose members have permanency of employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few of the unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are closely in touch with the members and with the state of trade within their particular industries. In many cases unemployment registers are kept, and provision is also made in the rules for members out of work to pay reduced subscriptions. Taking these facts, and also the large membership of the numerous unions from which regular quarterly returns are being received, into consideration, it will be realized that percentage unemployment results based on trade union information may be taken to shew the general trend of unemployment existing in the several States. The tables do not furnish a complete register of unemployment, but for the purpose of making comparisons and shewing tendencies over a period of years, the percentages returned as unemployed, though not exact, are the most satisfactory available. The investigation for past years was limited to a record of the numbers unemployed at the end of each year. The results are subject to certain limitations, inasmuch as they do not take into account variations in employment and unemployment throughout the year due to seasonal activity and other causes. For the above reasons it is not safe to conclude that the actual percentage returned as unemployed in past years by trade unions at the end of each year is equal to the average percentage unemployed during the year. It may be mentioned that, in order to overcome the difficulties alluded to in regard to seasonal fluctuations, returns as to numbers unemployed have been collected from trade unions for each quarter since the beginning of the year 1913.

2. **Number Unemployed in Various Industries, 1891 to 1921.**—The following table shews for each of the years specified :—(a) The number of unions for which returns as to unemployment are available; (b) the number of members of such unions; (c) the number of members unemployed, and (d) the percentage of members unemployed on the total number of members of those unions for which returns are available.

UNEMPLOYMENT.—NUMBER OF UNIONS AND MEMBERS REPORTING AND NUMBER AND PERCENTAGE UNEMPLOYED, 1891 TO 1921 (4th QUARTER).

Particulars.	Unions.	Membership.	Unemployed.	
			Number.	Percentage.
1891	25	6,445	599	9.3
1896	25	4,227	457	10.8
1901	39	8,710	574	6.6
1906	47	11,299	753	6.7
1907	51	13,179	757	5.7
1908	68	18,685	1,117	6.0
1909	84	21,122	1,223	5.8
1910	109	32,995	1,857	5.6
1911	160	67,961	3,171	4.7
1912	464	224,023	12,441	5.5
1913	465	251,207	13,430	5.3
1914	439	250,716	27,610	11.0
1915	465	273,149	18,489	6.8
1916	470	292,051	19,562	6.7
1917	459	296,937	21,989	7.4
1918	475	308,850	16,919	5.5
1919	459	317,413	16,637	5.2
1920	450	351,013	27,463	7.8
1921, 1st Quarter	449	344,347	39,346	11.4
2nd „	453	363,675	45,622	12.5
3rd „	456	368,462	41,979	11.4
4th „	436	370,491	35,250	9.5

NOTE.—For years prior to 1921 the figures refer to the end of the year only; similar figures for each of the four quarters of the years since 1912 will be found in the Labour and Industrial Reports. The quarterly figures shew the number of persons who were out of work for three days or more during a specified week in each quarter; they do not include persons out of work through strikes or lockouts.

It will be observed that during 1921 a substantial increase occurred in the number unemployed, the highest percentage yet recorded (12.5) being reached in the second quarter of the year.

3. **Unemployment in Different Industries, 1921.**—The following table shows the percentages unemployed in several of the fourteen industrial groups. It may be observed that for those industries in which employment is either unusually stable or, on the other hand, exceptionally casual, information as to unemployment cannot ordinarily be obtained from trade unions. Hence, certain industries such as railways, shipping, agricultural, pastoral, etc., and domestic, hotels, etc., are insufficiently represented in the returns. Particulars are not, therefore, shewn separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

UNEMPLOYMENT IN DIFFERENT INDUSTRIES AT THE END OF YEAR 1921.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
I. Wood, Furniture, etc. ..	18	20,729	2,047	9.9
II. Engineering, Metal Works, etc. ..	62	53,579	7,718	14.4
III. Food, Drink, Tobacco, etc. ..	52	31,827	4,484	14.1
IV. Clothing, Hats, Boots, etc. ..	23	40,031	850	2.1
V. Books, Printing, etc. ..	19	13,777	255	1.9
VI. Other Manufacturing ..	71	32,961	4,093	12.4
VII. Building ..	44	36,766	1,904	5.2
VIII. Mining, Quarrying, etc. ..	22	27,283	4,123	15.1
X. Other Land Transport ..	13	10,873	447	4.1
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	112	102,665	9,329	9.1
All Groups	436	370,491	35,250	9.5

4. **Unemployment in each State, 1921.**—Any deductions which can be drawn from the data collected as to the relative degree of unemployment in the several States are subject to certain qualifications (in addition to those already stated on page 871), inasmuch as the industries included in the trade union returns are not uniform for each State. In comparing the results for the individual States, it must therefore be borne in mind that, to some extent at least, comparisons are being drawn between different industries and not only between different States. Nevertheless, since the industrial occupations of the people vary considerably in the several States, all comparisons between the States based on comprehensive data as to unemployment must, to some extent, suffer from the defect indicated.

UNEMPLOYMENT IN DIFFERENT STATES AT THE END OF YEAR 1921.

State.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
New South Wales	125	173,195	20,626	11.9
Victoria	91	107,782	6,329	5.9
Queensland	54	30,849	3,485	11.3
South Australia	55	28,177	1,710	6.1
Western Australia	70	22,827	1,822	8.0
Tasmania	41	7,661	1,278	16.7
Commonwealth	436	370,491	35,250	9.5

§ 6. Current Rates of Wage in Different Occupations and States.

1. **Minimum Rates of Wage.**—The collection of material respecting the current rates of wage payable in different callings and in occupations in various industries carried on in each State of the Commonwealth was first undertaken by the Commonwealth Bureau of Census and Statistics in the early part of the year 1913. The particulars acquired were obtained primarily from awards, determinations and agreements under Commonwealth and State Acts, and therefore shew the minimum rates prescribed. In cases where no award, determination, or agreement is in force, particulars are given, where possible, of the ruling union or predominant rate as furnished by employers or secretaries of Trade Unions.

An extensive tabular presentation of the minimum rates of wage for adult male and female workers in the main occupations in the capital city of each State will be found in Labour Report, No. 12, pp. 194 to 216. Space will not permit of the inclusion of the detailed tables in this volume.

2. **Weighted Average Nominal Weekly Rate of Wage Payable to Adult Male Workers in each State, 31st December, 1921.**—The following table shews the weighted average nominal weekly rate of wage payable to adult male workers for a full week's work in each State and the Commonwealth. Taking the average for the whole Commonwealth as the base (=1,000), index-numbers for each State are also shewn. The number of occupations upon which these results are based amounts in the aggregate to no fewer than 3,948.

WEIGHTED AVERAGE NOMINAL WEEKLY RATE OF WAGE PAYABLE TO ADULT MALE WORKERS FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH STATE AND COMMONWEALTH, 31st DECEMBER, 1921.

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
Number of Occupations included	874	909	627	567	489	482	3,948
Weighted Average Weekly Rate of Wage	95s. 10d.	93s. 7d.	96s. 8d.	89s. 5d.	95s. 0d.	91s. 8d.	94s. 6d.(a)
Index-Numbers	1,014	990	1,023	946	1,005	970	1,000(a)

(a) Weighted average.

The results shew that the weighted average nominal weekly rate of wage was highest in Queensland, followed in the order named by New South Wales, Western Australia, Victoria, Tasmania, and South Australia.

3. **Weighted Average Nominal Weekly Rate of Wage Payable to Adult Male Workers in each Industrial Group, 31st December, 1921.**—The following table gives similar particulars in regard to the several industrial groups and to the weighted average for all groups combined. In computing the index-numbers the weighted average for all groups is taken as base (=1,000).

WEIGHTED AVERAGE NOMINAL WEEKLY RATE OF WAGE PAYABLE TO ADULT MALE WORKERS FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH INDUSTRIAL GROUP, 31st DECEMBER, 1921.

Industrial Group.	No. of Rates Included.	Weighted Average Weekly Wage (for Full Week's Work).	Index Numbers.
		<i>s. d.</i>	
I. Wood, Furniture, etc.	270	98 2	1,039
II. Engineering, Metal Works, etc. ..	636	98 2	1,039
III. Food, Drink, etc.	576	93 10	993
IV. Clothing, Boots, etc.	124	93 3	986
V. Books, Printing, etc.	205	104 7	1,106
VI. Other Manufacturing	875	95 0	1,005
VII. Building	190	102 5	1,084
VIII. Mining	161	105 4	1,115
IX. Rail and Tram Services	224	97 5	1,031
X. Other Land Transport	70	90 2	954
XI. Shipping, etc.	198	101 8(b)	1,076
XII. Pastoral, Agricultural, etc. ..	72	89 0(c)	941
XIII. Domestic, Hotels, etc.	114	84 2(d)	890
XIV. Miscellaneous	233	91 1	964
All Groups	3,948	94 6	1,000(a)

(a) Weighted average. (b) Including the value of victualling and accommodation, where supplied. (c) Including the value of board and lodging, where supplied. (d) Including the value of board and lodging, where supplied, as follows:—In Sydney 10s. 7d. to 23s. (according to class of establishment); in Melbourne 20s.; in Brisbane 15s. to 17s.; in Adelaide 22s. (Restaurants) and 25s. (Hotels and Clubs); in Perth 24s. 6d.; and in Hobart 25s. per week.

From the above table it may be seen that the highest weighted average wage was that paid in Group VIII. (Mining), 105s. 4d. per week, or 11.5 per cent. above the weighted average for all groups. The rates of wage range from 105s. 4d. per week down to 84s. 2d. per week, in Group XIII. (Hotels, etc.), which is 11 per cent. below the average of all groups.

4. Weighted Average Nominal Weekly Rate of Wage Payable to Adult Female Workers in each State, 31st December, 1921.—The following table shews the weighted average nominal weekly rate of wage payable to adult female workers for a full week's work in each State and the Commonwealth. Taking the average for the whole Commonwealth as the base (=1,000), index-numbers for each State are also shewn.

WEIGHTED AVERAGE NOMINAL WEEKLY RATE OF WAGE PAYABLE TO ADULT FEMALE WORKERS FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN EACH STATE AND COMMONWEALTH, 31st DECEMBER, 1921.

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	C'wealth.
Number of Occupations included	85	87	37	47	24	28	308
Weighted Average Weekly Rate of Wage	49s. 0d.	47s. 10d.	50s. 3d.	45s. 2d.	56s. 4d.	47s. 6d.	48s. 8d.(a)
Index-Numbers	1,007	984	1,033	928	1,159	977	1,000(a)

(a) Weighted average.

It will be seen that the weighted average nominal weekly rate of wage for adult female workers was highest in Western Australia, followed in the order named by Queensland, New South Wales, Victoria, Tasmania, and South Australia.

5. **Weighted Average Nominal Weekly Rates of Wage Payable to Adult Female Workers in Industrial Groups, 31st December, 1921.**—The following table gives separate particulars regarding the weighted average nominal weekly rates of wage of females in the chief industrial groups in which they are employed, and also shews the weighted average for all groups combined. Index-numbers based on the average for the Commonwealth as the base (=1,000) are also given :—

WEIGHTED AVERAGE NOMINAL WEEKLY RATES OF WAGE PAYABLE TO ADULT FEMALE WORKERS FOR A FULL WEEK'S WORK, AND WAGE INDEX-NUMBERS IN INDUSTRIAL GROUPS, 31st DECEMBER, 1921.

Industrial Group.	No. of Rates Included.	Weighted Average Weekly Wage (for Full Week's Work).	Index-Numbers.
		s. d.	
III. Food, Drink, etc.	35	43 9	899
IV. Clothing, Boots, etc.	114	48 7	999
I., II., V., VI., All Other Manufacturing combined	84	48 0	987
XIII. Domestic, Hotels, etc.	57	48 6(a)	998
XIV. Shop Assistants, Clerks, etc.	18	50 0	1,028
All Groups	308	48 8	1,000(b)

(a) See footnote (d) on preceding page.

(b) Weighted average.

6. **Relative Hours of Labour and Hourly Rates of Wage, 1914 to 1921.**—The rates of wage referred to in the preceding paragraphs of this section relate to the minimum rates payable for a full week's work. It should be observed, however, that the number of hours which constitutes a full week's work differs in many instances, not only as between various trades and occupations in each individual State, but also as between the same trades and occupations in the several States. In order to secure what may be for some purposes a more adequate standard of comparison, it is desirable to reduce the comparison to a common basis, viz., the rate of wage per hour. Particulars are given in the following table classified according to States, for male and female occupations separately, at the end of the year 1914, and from 1917 to 1921. These particulars relate to (a) the weighted average nominal weekly wage, (b) the weighted average number of working hours constituting a full week's work, and (c) the weighted average hourly wage. It should be observed that the weighted average weekly wage relates to all industrial groups combined, and includes the value of board and lodging, where supplied, in land occupations, and the value of victualling in marine occupations*; whereas the number of working hours and the hourly wage relate to all industrial groups other than Groups XI. (Shipping), and XII. (Agricultural, Pastoral, etc.). Owing to the fact that many of the occupations included in these two groups are of a casual or seasonal nature, and that the hours of labour in these occupations are not generally regulated either by awards or determinations of industrial tribunals or otherwise, the necessary data for the computation of the average number of working hours are not available.

The general effect of reducing the rates of wage to a common basis (i.e., per hour) is to decrease the amount of the difference shewn when comparing the weekly wage in the several States.

* See footnote to table on page 874.

**WEIGHTED AVERAGE NOMINAL WEEKLY AND HOURLY RATES OF WAGE
PAYABLE TO ADULT WORKERS, AND WEEKLY HOURS OF LABOUR, 31st
DECEMBER, 1914, AND 1917 TO 1921.**

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	C'wlth.
MALE WORKERS.								
31st Dec., 1914	Weekly Wage(a) ..	s. d. 56 2	s. d. 54 7	s. d. 53 5	s. d. 54 5	s. d. 62 10	s. d. 52 8	s. d. 55 7
	Working Hours(b) ..	49.35	48.66	48.64	48.59	48.18	48.62	48.87
	Hourly Wage(b) ..	1/2	1 1/2	1 1/2	1 1/2	1 1/4	1/1	1 1/2
31st Dec., 1917	Weekly Wage(a) ..	s. d. 64 5	s. d. 63 0	s. d. 65 3	s. d. 63 1	s. d. 68 11	s. d. 59 7	s. d. 64 2
	Working Hours(b) ..	48.41	48.14	47.19	47.82	48.10	48.48	48.10
	Hourly Wage(b) ..	1 3/4	1 1/4	1 5/8	1 1/4	1 5/8	1 1/3	1 4 1/2
31st Dec., 1918	Weekly Wage(a) ..	s. d. 65 11	s. d. 65 6	s. d. 69 6	s. d. 65 6	s. d. 70 4	s. d. 61 2	s. d. 66 5
	Working Hours(b) ..	48.16	47.98	46.90	47.77	47.69	48.39	47.88
	Hourly Wage(b) ..	1 4 1/2	1 4 1/2	1 6	1 4 1/2	1 6	1 3/4	1 5
31st Dec., 1919	Weekly Wage(a) ..	s. d. 76 9	s. d. 72 0	s. d. 78 7	s. d. 70 5	s. d. 77 8	s. d. 69 0	s. d. 74 11
	Working Hours(b) ..	47.77	47.36	46.19	47.58	47.60	47.89	47.41
	Hourly Wage(b) ..	1 7 1/2	1 6 1/2	1 9	1 5 1/2	1 7 1/2	1 5 1/2	1 7 1/2
31st Dec., 1920	Weekly Wage(a) ..	s. d. 94 0	s. d. 86 1	s. d. 91 6	s. d. 82 8	s. d. 89 9	s. d. 85 9	s. d. 89 10
	Working Hours(b) ..	47.51	47.19	45.63	47.29	46.53	47.33	47.07
	Hourly Wage(b) ..	2/-	1 10	2 0 1/2	1 8 1/2	1 11 1/2	1 10	1 11
31st Dec., 1921	Weekly Wage(a) ..	s. d. 95 10	s. d. 93 7	s. d. 96 8	s. d. 89 5	s. d. 95 0	s. d. 91 8	s. d. 94 6
	Working Hours(b) ..	45.66	46.95	45.52	47.07	46.24	46.84	46.22
	Hourly Wage(b) ..	2 1 1/4	2 0 1/4	2 2	1 10 1/2	2 1	1 11 1/2	2 0 1/2

FEMALE WORKERS.

31st Dec., 1914	Weekly Wage ..	s. d. 26 10	s. d. 27 9	s. d. 27 1	s. d. 24 1	s. d. 37 4	s. d. 25 10	s. d. 27 5
	Working Hours ..	49.34	48.54	49.82	49.33	49.44	50.76	49.11
	Hourly Wage ..	-/6 1/2	-/6 1/2	-/6 1/2	-/5 1/2	-/9	-/6 1/2	-/6 1/2
31st Dec., 1917	Weekly Wage ..	s. d. 30 5	s. d. 30 4	s. d. 30 5	s. d. 27 9	s. d. 38 10	s. d. 28 5	s. d. 30 5
	Working Hours ..	48.98	48.32	48.99	48.73	48.78	49.83	48.71
	Hourly Wage ..	-/7 1/2	-/7 1/2	-/7 1/2	-/6 1/2	-/9 1/2	-/6 1/2	-/7 1/2
31st Dec., 1918	Weekly Wage ..	s. d. 31 10	s. d. 31 3	s. d. 32 10	s. d. 29 5	s. d. 38 10	s. d. 28 9	s. d. 31 9
	Working Hours ..	48.35	48.32	48.37	48.73	48.78	49.83	48.42
	Hourly Wage ..	-/8	-/7 1/2	-/8 1/2	-/7 1/2	-/9 1/2	-/7	-/7 1/2
31st Dec., 1919	Weekly Wage ..	s. d. 40 0	s. d. 34 5	s. d. 38 4	s. d. 33 3	s. d. 43 7	s. d. 33 0	s. d. 37 1
	Working Hours ..	47.53	47.63	46.76	47.67	48.12	49.28	47.54
	Hourly Wage ..	-/10	-/8 1/2	-/9 1/2	-/8 1/2	-/11	-/8	-/9 1/2
31st Dec., 1920	Weekly Wage ..	s. d. 46 0	s. d. 43 1	s. d. 44 11	s. d. 40 7	s. d. 52 11	s. d. 41 10	s. d. 44 6
	Working Hours ..	46.83	46.23	46.09	46.51	46.20	47.86	46.47
	Hourly Wage ..	-/11 1/2	-/11 1/2	-/11 1/2	-/10 1/2	1 1/2	-/10 1/2	-/11 1/2
31st Dec., 1921	Weekly Wage ..	s. d. 49 0	s. d. 47 10	s. d. 50 3	s. d. 45 2	s. d. 56 4	s. d. 47 6	s. d. 48 8
	Working Hours ..	45.06	46.04	45.66	46.10	45.97	47.86	45.69
	Hourly Wage ..	1 1	1 0 1/2	1 1 1/2	-/11 1/2	1 2 1/2	1/-	1 0 1/2

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

From the foregoing table it may be seen that there has been a diminution in each of the States in the number of working hours constituting a full week's work for male and female occupations. The effect of these changes on the hourly rate of wage as compared with the general increase in the weekly wage is readily seen from the comparative index-numbers given in the following table. In each instance (male and female occupations separately) the basis taken is the weighted average for the Commonwealth at the 30th April, 1914, as base (=1,000).

**RELATIVE INDEX-NUMBERS FOR WEEKLY AND HOURLY WEIGHTED AVERAGE
WAGE, 30th APRIL, 1914, 31st DECEMBER, 1914, 1917 TO 1921.**

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

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	C'wlth.
MALE WORKERS.								
30th April, 1914 ..	{ Weekly Wage ..	1,011	984	955	986	1,128	952	1,000
	{ Hourly Wage ..	998	980	963	991	1,170	933	1,000
31st Dec., 1914 ..	{ Weekly Wage ..	1,019	990	969	988	1,140	956	1,008
	{ Hourly Wage ..	1,010	990	985	993	1,173	936	1,009
31st Dec., 1917 ..	{ Weekly Wage ..	1,168	1,143	1,183	1,144	1,250	1,081	1,164
	{ Hourly Wage ..	1,162	1,138	1,209	1,145	1,252	1,079	1,164
31st Dec., 1918 ..	{ Weekly Wage ..	1,196	1,189	1,261	1,188	1,276	1,110	1,205
	{ Hourly Wage ..	1,196	1,192	1,297	1,176	1,282	1,120	1,210
31st Dec., 1919 ..	{ Weekly Wage ..	1,393	1,306	1,426	1,277	1,409	1,251	1,359
	{ Hourly Wage ..	1,405	1,322	1,512	1,262	1,408	1,259	1,378
31st Dec., 1920 ..	{ Weekly Wage ..	1,706	1,561	1,659	1,500	1,628	1,556	1,629
	{ Hourly Wage ..	1,725	1,570	1,753	1,492	1,686	1,567	1,655
31st Dec., 1921 ..	{ Weekly Wage ..	1,738	1,697	1,753	1,623	1,723	1,663	1,715
	{ Hourly Wage ..	1,817	1,741	1,865	1,637	1,796	1,675	1,779

FEMALE WORKERS.

30th April, 1914 ..	{ Weekly Wage ..	984	1,006	989	885	1,373	950	1,000
	{ Hourly Wage ..	980	1,021	976	881	1,386	920	1,000
31st Dec., 1914 ..	{ Weekly Wage ..	987	1,022	996	885	1,373	950	1,008
	{ Hourly Wage ..	983	1,035	983	881	1,364	920	1,009
31st Dec., 1917 ..	{ Weekly Wage ..	1,119	1,116	1,120	1,020	1,430	1,045	1,121
	{ Hourly Wage ..	1,122	1,134	1,122	1,027	1,440	1,029	1,130
31st Dec., 1918 ..	{ Weekly Wage ..	1,173	1,151	1,208	1,084	1,430	1,059	1,168
	{ Hourly Wage ..	1,191	1,169	1,226	1,092	1,426	1,044	1,185
31st Dec., 1919 ..	{ Weekly Wage ..	1,474	1,268	1,412	1,225	1,605	1,215	1,365
	{ Hourly Wage ..	1,523	1,307	1,483	1,262	1,639	1,211	1,410
31st Dec., 1920 ..	{ Weekly Wage ..	1,695	1,586	1,652	1,495	1,947	1,540	1,637
	{ Hourly Wage ..	1,777	1,685	1,761	1,578	2,069	1,580	1,730
31st Dec., 1921 ..	{ Weekly Wage ..	1,803	1,761	1,849	1,661	2,074	1,749	1,790
	{ Hourly Wage ..	1,965	1,878	1,989	1,770	2,215	1,794	1,923

7. **Weighted Average Nominal Weekly Hours of Labour.**—The following table shows the weighted average nominal hours of labour (exclusive of overtime) in a full working week for *male* workers in each State and the Commonwealth at the 30th April, 1914, and at 31st December, 1914 to 1921. There are shewn also index-numbers for each State based on the average weekly hours at the end of each of the periods specified, computed with the weighted average hours of labour for all States at the 30th April, 1914, as base (=1,000).

WEIGHTED AVERAGE NOMINAL HOURS OF LABOUR (EXCLUSIVE OF OVERTIME) WORKED BY ADULT MALE WORKERS DURING A FULL WORKING WEEK AND HOURS INDEX-NUMBERS IN EACH STATE AND THE COMMONWEALTH, 30th APRIL, 1914, 31st DECEMBER, 1914 TO 1921.

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

Date.	Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	C'wlth.
30th April, 1914	Weighted average weekly hours of labour(a) ..	49.42	48.80	48.78	48.60	47.78	48.62	48.93
	Index-numbers ..	1,010	997	997	993	976	994	1,000
31st Dec., 1914	Weighted average weekly hours of labour(a) ..	49.35	48.66	48.64	48.59	48.18	48.62	48.87
	Index-numbers ..	1,009	994	994	993	985	994	999
31st Dec., 1915	Weighted average weekly hours of labour(a) ..	49.28	48.50	48.56	48.50	48.12	48.56	48.77
	Index-numbers ..	1,007	991	992	991	983	992	997
31st Dec., 1916	Weighted average weekly hours of labour(a) ..	48.51	48.22	48.27	48.14	48.11	48.55	48.33
	Index-numbers ..	991	985	987	984	983	992	988
31st Dec., 1917	Weighted average weekly hours of labour(a) ..	48.41	48.14	47.19	47.82	48.10	48.48	48.10
	Index-numbers ..	989	984	964	977	983	991	983
31st Dec., 1918	Weighted average weekly hours of labour(a) ..	48.16	47.98	46.90	47.77	47.69	48.39	47.88
	Index-numbers ..	984	981	959	976	975	989	979
31st Dec., 1919	Weighted average weekly hours of labour(a) ..	47.77	47.36	46.19	47.58	47.60	47.89	47.41
	Index-numbers ..	976	968	944	972	973	979	969
31st Dec., 1920	Weighted average weekly hours of labour(a) ..	47.51	47.19	45.63	47.29	46.53	47.33	47.07
	Index-numbers ..	971	964	933	966	951	967	962
31st Dec., 1921	Weighted average weekly hours of labour(a) ..	45.66	46.95	45.52	47.07	46.24	46.84	46.22
	Index-numbers ..	933	960	930	962	945	957	945

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

It will be seen from the foregoing table that there has been a considerable diminution in each State during the period 1914 to 1921 in the number of working hours constituting a full week's work for male occupations. The weighted average weekly hours index-number for the Commonwealth at the 31st December, 1921, was 945, as compared with 1,000 at 30th April, 1914, a reduction of 5.5. per cent. The lowest weighted average nominal weekly hours index-number at the 31st December, 1921, was that for Queensland (930), followed in the order named by New South Wales (933), Western Australia (945), Tasmania (957), Victoria (960), and South Australia (962). During the period under review the percentage reduction in hours was greatest in New South Wales (7.6), followed by Queensland (6.7), Victoria and Tasmania (3.7), Western Australia (3.2), and South Australia (3.1). The greatest reduction in hours during 1921 took place in New South Wales, the result of the recommendations of a special court of inquiry constituted under the provision of the "Eight Hours (Amendment) Act 1920." As a result of the adoption of these recommendations, the hours of labour in many industries were reduced to 44 per week.

§ 7. Variations in Nominal and Effective Wages.

1. Variations in Wage Index-Numbers in Various Industries, 1901 to 1921.—The total number of different occupations for which particulars as to wages are available back to 1901 is 652. In 1913 the number of occupations was increased to 3,948 male and 308 female occupations. These wages relate generally to award rates, but in a few cases, more especially for the earlier years, when there were no award rates fixed,

predominant or most frequent rates have been taken. The occupations have been distributed over the fourteen industrial groups already specified, and index-numbers computed for each group for the whole Commonwealth. The wages refer generally to the capital town of each State, but in industries such as mining and agriculture, the rates in the more important centres have been taken.

The following table shews wage index-numbers for the whole Commonwealth in each of the fourteen industrial groups during the years specified. Rates of wage for females are not included. The index-numbers are "weighted" according to the number of persons engaged in different industrial groups in each State and the Commonwealth (see Labour Report No. 12, page 84). In the tables of index-numbers given in this Section, the weighted average wage in 1911 for all States or industries, as the case may be, is taken as base (=1,000). The result is that the index-numbers are comparable in all respects, that is to say, they shew not only the variations in wages from year to year in each State or industrial group, but they also furnish comparisons as to the relative wages in each State or industry, either in any particular year, or as between one year and another, and one State or industry and another.

VARIATIONS IN NOMINAL WAGE INDEX-NUMBERS IN DIFFERENT INDUSTRIES IN THE COMMONWEALTH, 1901 TO 1921. (WEIGHTED AVERAGE FOR ALL GROUPS IN 1911 = 1,000.)

Particulars.	Number of Occupations included.		1901.	1911.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
	1901 to 1912.	1913 to 1920.											
I. Wood, Furniture, etc...	27	270	1,019	1,125	1,142	1,161	1,174	1,245	1,288	1,345	1,479	1,855	1,916
II. Engineering, Metal Works, etc. . .	101	636	945	1,064	1,113	1,127	1,174	1,211	1,268	1,340	1,512	1,803	1,915
III. Food, Drink, etc. . .	34	576	871	991	1,074	1,085	1,127	1,194	1,241	1,288	1,473	1,742	1,832
IV. Clothing, Hats, Boots, etc. . .	13	124	708	981	1,019	1,034	1,037	1,104	1,163	1,198	1,433	1,687	1,819
V. Books, Printing, etc. . .	25	205	996	1,149	1,234	1,246	1,259	1,328	1,376	1,446	1,576	1,941	2,040
VI. Other Manufacturing . .	102	875	907	1,013	1,076	1,093	1,125	1,203	1,245	1,289	1,470	1,736	1,854
VII. Building . . .	67	190	1,050	1,213	1,270	1,276	1,285	1,359	1,413	1,449	1,554	1,865	1,999
VIII. Mining, Quarries, etc. . .	71	161	1,067	1,194	1,270	1,272	1,299	1,420	1,528	1,532	1,724	2,026	2,056
IX. Rail and Tram Services . .	68	224	1,021	1,113	1,165	1,165	1,187	1,236	1,286	1,345	1,532	1,816	1,901
X. Other Land Transport . .	9	70	795	910	996	1,026	1,041	1,128	1,210	1,237	1,431	1,702	1,760
XI. Shipping, etc. . .	74	198	751	871	953	972	1,026	1,153	1,194	1,257	1,518	1,716	1,984
XII. Agriculture, Pastoral, etc. . .	8	72	627	839	965	965	969	1,073	1,192	1,231	1,370	1,699	1,736
XIII. Domestic, Hotels, etc. . .	17	114	598	887	918	935	948	995	1,052	1,104	1,338	1,571	1,642
XIV. Miscellaneous . .	36	233	759	929	1,045	1,054	1,065	1,137	1,185	1,234	1,389	1,656	1,778
All Groups (a) . .	652	3,948	848	1,000	1,076	1,085	1,102	1,184	1,252	1,296	1,462	1,752	1,844

NOTE.—The figures in the above table are comparable both horizontally and vertically.

(a) Weighted average : see graph on page 901 hereof.

It may be seen that the index-numbers increased during the whole period under review from 848 in 1901 to 1,000 in 1911, 1,076 in 1913, and 1,844 in 1921.

2. Variations in Wage Index-Numbers in Different States, 1901 to 1921.—The following table shews the progress in rates of wage for all industries in each State, the weighted average wage for the Commonwealth in 1911 being taken as the base (=1,000). These results are based generally upon rates of wage prevailing in the capital town of each State, but in certain industries, such as mining, rates are necessarily taken for places other than the capital towns.

VARIATIONS IN NOMINAL WAGE INDEX-NUMBERS IN DIFFERENT STATES, 1901 TO 1921.

(WEIGHTED AVERAGE WAGE FOR COMMONWEALTH IN 1911 = 1,000.)

States.	Number of Occupations included.		1901.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
	1901 to 1912.	1913 to 1920.												
New South Wales	158	874	858	1,003	1,058	1,088	1,096	1,124	1,208	1,257	1,236	1,498	1,835	1,869
Victoria ..	150	909	796	985	1,038	1,058	1,065	1,078	1,148	1,229	1,278	1,404	1,679	1,826
Queensland ..	87	627	901	997	1,010	1,027	1,042	1,060	1,177	1,273	1,356	1,534	1,785	1,886
South Australia	134	567	819	1,013	1,048	1,061	1,062	1,067	1,151	1,231	1,278	1,372	1,613	1,745
Western Australia	69	489	1,052	1,152	1,191	1,214	1,226	1,236	1,272	1,345	1,372	1,516	1,751	1,853
Tasmania ..	54	482	719	799	934	1,025	1,028	1,039	1,112	1,163	1,193	1,346	1,674	1,788
Commonwealth(a)	652	3,948	848	1,000	1,051	1,076	1,085	1,102	1,184	1,252	1,296	1,462	1,752	1,844

(a) Weighted average.

NOTE.—The figures in the above table are comparable both horizontally and vertically.

The significance of the above figures since 1906 can be better appreciated by reference to the graph on page 901, which shews not only variations in wages in each State from year to year, but also the difference in wage level as between the several States. From this graph it is clearly seen that the difference between nominal wages in the several States has decreased very considerably since 1906. This difference is shewn at any point by the vertical distance between the graphs. Wages in Queensland and Tasmania have increased since 1914 at a higher rate than in any other State. It will be noticed that the increase in wages during 1921 was greater in Queensland than in New South Wales, and that now, in consequence, the wage in Queensland is higher than in any other State. The graphs for Victoria and South Australia lie very close together throughout the period. In Tasmania the first determination under the Wages Boards Acts 1910 and 1911 came into force in 1911. Since then wages in that State have increased rapidly, and their general level is now near the average for the Commonwealth.

3. Variations in Effective Wages.—In order to obtain an accurate measure of the progress in the material welfare of wage-earners, regard must be had to the purchasing-power of wages, and the index-numbers based merely upon nominal rates of wage must consequently be subject to some modification, inasmuch as they take no account of variations in the purchasing-power of money. In computing these effective wage index-numbers, the nominal wage index-numbers given in sub-section 2 hereof have been divided by the purchasing-power-of-money index-numbers in paragraph 10, sub-section 4 of this Section. The resulting index-numbers shew for each State and for the Commonwealth for the years specified the variations in *effective* wages.

The following table shews the effective wage index-numbers for each State for each of the years indicated from 1901 to 1921 :—

VARIATION IN EFFECTIVE WAGES IN EACH STATE AND COMMONWEALTH, 1901 TO 1921.(a)

Particulars.	1901.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
New South Wales	961	973	922	924	909	850	867	893	902	948	994	1,084
Victoria ..	915	1,037	981	1,007	964	844	877	950	947	948	939	1,051
Queensland ..	1,172	1,090	1,032	1,060	1,045	912	991	1,078	1,083	1,064	1,085	1,248
South Australia	948	957	906	947	929	847	896	989	957	935	919	1,056
Western Australia	1,024	1,023	1,032	1,076	1,073	1,011	1,005	1,079	1,107	1,068	1,083	1,152
Tasmania ..	827	838	896	976	943	843	870	894	880	900	911	1,002
Commonwealth	964	1,000	955	975	952	862	894	950	952	968	982	1,087

(a) As to the effect in abnormal periods, see Labour Report No. 6, pp. 20-2, Section IV., par. 3.

The figures in the preceding table from the year 1907 onwards are shewn in the graph on page 902. A comparison between this graph and the preceding one shews that the difference between nominal and effective wages is very marked. In the first place, the appearance of the graphs is entirely different. Instead of having a series of lines shewing a practically continuous and rapid upward trend, the effective wages shew (except for Tasmania) a series of fluctuating points, in which no very marked tendency is immediately discernible. It will be seen that, generally speaking, there has been no very great variation in the effective wage except in the years 1915 and 1916, during which prices of commodities advanced rapidly while wages, though increasing, did so at a much lesser rate. In 1920 effective wages decreased in Victoria and South Australia, and increased in the remaining States. In 1921 the effective wage index-number increased in all the States, the Commonwealth index-number reaching its highest level and exceeding for the first time the base year 1911 (1,000). This was due to the fact that while the cost of food, groceries, and house rent decreased, wages, on the other hand, increased. In the next table index-numbers are given for nominal wages and for the purchasing-power of money, together with the effective wage index-number derived therefrom.

One important feature common to both graphs (nominal and effective wages) is the manner in which the graphs for the individual States have, on the whole, approached more closely together. With the adoption of rates of wage fixed according to the relative purchasing-power of money, it appears probable that this tendency will continue in the future.

4. Variations in Effective Wages and Standard of Comfort, 1901 to 1921.—In the preceding paragraph particulars are given as to variations in effective wages in each State, due allowance having been made for variations in purchasing-power of money, though not for unemployment. Attention has also been drawn to the limitations to which they are subject in abnormal times.

For years prior to 1913 the data available as to unemployment are so meagre that comparative results allowing for variations both in purchasing-power of money and in unemployment cannot be accurately computed for the several States. In the subjoined table, however, the percentage of unemployment for the whole Commonwealth at the end of the years specified has been used in order to obtain results shewing the variations in unemployment upon effective wages. Column I. shews the nominal rate of wage index-numbers, and Column II. the relative percentages unemployed. Applying these percentages to the numbers shewn in Column I., and deducting the results from each corresponding index-number, so as to allow for relative loss of time, the figures in Column III. are obtained. These figures are then re-computed with the year 1911 as base, and are shewn in Column IV. In Column V. the purchasing-power-of-money index-numbers are shewn, and in Columns VI. and VII. the effective wage index-numbers are given, firstly, for full work, and secondly, allowing for lost time. These are obtained by dividing the figures in Columns I. and IV., respectively, by the corresponding figures in Column V. The resulting index-numbers shew for the Commonwealth, for the years specified, the variations in *effective* wages, or in what may be called the "standard of comfort."*

A comparison between the figures in Columns I. and VI. shews the relation between the nominal rates of wage and the purchasing efficiency of these rates. The figures in Column VII. shew variations in *effective* wages after allowing not only for variations in purchasing-power of money, but also for the relative extent of unemployment.

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

**UNEMPLOYMENT, PURCHASING-POWER-OF-MONEY AND NOMINAL AND
EFFECTIVE WAGE-INDEX NUMBERS, 1901 TO 1921. (a)**

Year.	I. Nominal Wage Index- Numbers.	II. Percentage Unem- ployed.	Rates of Wage Index- Numbers, allowing for Lost Time.		V. Purchas- ing-power- of-money Index- Numbers.	Effective Wage Index-Numbers.	
			III. Actual.	IV. Re-com- puted. (1911 = 1,000).		VI. Full Work.	VII. Allowing for Unemploy- ment.
1901	848	6.6	793	832	880	964	945
1906	866	6.7	808	848	902	960	940
1907	893	5.7	842	884	897	996	986
1908	900	6.0	846	888	951	946	934
1909	923	5.8	870	913	948	974	963
1910	955	5.6	901	945	970	985	974
1911	1,000	4.7	953	1,000	1,000	1,000	1,000
1912	1,051	5.5	993	1,042	1,101	955	946
1913	1,076	5.3	1,021	1,071	1,104	975	970
1914	1,085	11.0	966	1,014	1,140	952	889
1915	1,102	6.8	1,027	1,078	1,278	862	844
1916	1,184	6.7	1,105	1,159	1,324	894	875
1917	1,252	7.4	1,159	1,216	1,318	950	923
1918	1,296	5.5	1,225	1,285	1,362	952	943
1919	1,462	5.2	1,386	1,454	1,510	968	963
1920	1,752	7.8	1,615	1,695	1,785	982	950
1921	1,844	9.5	1,669	1,751	1,697	1,087	1,032

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

During the period 1901-21, while the nominal wage index-number rose from 848 to 1,844, an increase of 117.5 per cent., prices rose from 880 to 1,697, or by 92.8 per cent., the net result therefore being that effective full time wages rose by only 12.8 per cent. Compared with 1911, effective wages shew a rise of 8.7 per cent., although nominal wages increased by 84.4 per cent.

§ 8. Changes in Rates of Wage.

1. **General.**—The collection of information regarding changes in rates of wage throughout the Commonwealth dates from the 1st January, 1913.

(i) *Definition of a Change in Rate of Wage.* For the purpose of these statistics a change in rate of wage is defined as a change in the weekly rates of remuneration of a certain class of employees, apart from any change in the nature of the work performed or apart from any revision of rates due to increased length of service or experience. It is obvious that under this definition certain classes of changes are excluded, such, for example, as (a) changes in rates of pay due to promotion, progressive increments, or, on the other hand, to reduction in pay or grade to inefficient workers, and (b) changes in average earnings in an occupation due to a change in the proportions which higher paid classes of workers bear to lower paid classes. Bonuses to employees have not been taken into account in the tabulations. Each single change recorded relates to a change in the rates of wage effected in a specific industry or calling, and includes any and all changes to workers in that industry, irrespective of the different number of separate occupations

or trades affected. Further, it should be observed that in some instances a change may relate to the employees of a single employer or to those of a number of employers, according to the instrument or method operating to bring about the change.

(ii) *Sources of Information.* Primary information merely as to the fact that a change in rate of wage has occurred is obtained through the following channels:— (a) the Industrial Registrar or Chief Inspector of Factories in each State; (b) Reports from Labour Agents and Correspondents; (c) Quarterly reports from Secretaries of Trade Unions; (d) Returns relating to industrial disputes which resulted in changes in rates of wage; (e) Reports in newspapers, labour and trade reviews, and other publications.

(iii) *Collection of Particulars concerning Changes.* On the occurrence of a change in rate of wage, forms* (prescribed under the Census and Statistics Act 1905) are issued to employers and employers' associations (if any) and to the secretaries of the trade unions, the members of which are affected by the change. The particulars which have to be inserted in these forms furnish information regarding the occupations of the workers affected, the number of workers in each occupation, the rates of wage paid before and after the change, the locality affected, and the date on which the change took effect. Information must also be furnished regarding employers and employers' associations concerned (if any), and the method by which the change was effected.

When the forms are returned from the various persons who are required to complete them, the returns are checked and compared with each other and with copies of awards, determinations, and agreements. In all cases when the information furnished on the forms is incomplete or unsatisfactory, further inquiries are made, and the figures checked by reference to census results, industrial statistics, factory reports, etc.

2. Comparative Summary of Changes in Rates of Wage in each State, 1913–1921.—

The following table gives particulars of changes which occurred in each State of the Commonwealth during the years specified. As regards the number of persons affected, the particulars given refer to the total number of persons ordinarily engaged in the various industries. The results as to the amount of increase in wages are computed for a full week's work for all persons ordinarily engaged in the several industries and occupations affected, and in cases of changes in existing minimum rates under awards or determinations of industrial tribunals, it has ordinarily been assumed (in the absence of any definite information to the contrary) that the whole of the employees in each occupation received the minimum rates of wage before and after the change.

It should be clearly understood that the figures given in the third division of the following table (amount of increase per week) do not relate to the increase each week, but only to the increase in a single week on the assumption that the full number of persons ordinarily engaged in the particular trade or occupation affected by the change were employed during that week. It is obvious, therefore, that the aggregate effect per annum cannot be obtained without making due allowance for unemployment and for occupations in which employment is seasonal or intermittent. It is also obvious that since unemployment and activity in all branches of industry may vary from year to year, and in many branches from season to season also, no accurate estimate of the actual effect of the changes in the total amount of wages received or paid per annum can be made until the determining factors have been investigated. These factors are (a) the amount of unemployment, and (b) the period of employment in seasonal industries.

It should be observed that changes brought about by awards and agreements under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, and the Industrial Peace Act 1920 are necessarily included hereunder as changes in each State to which such awards and agreements apply. The average increase per head per week is computed to the nearest penny.

* Since these forms are issued under the authority of the Census and Statistics Act 1905, it is compulsory for prescribed persons to furnish the information required.

CHANGES IN RATES OF WAGE.—NUMBER AND EFFECT OF CHANGES IN EACH STATE AND TERRITORY, 1913 TO 1921.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	(a) All States.	W'wealth.
No. of Changes	1913 149 1914 185 1917 201 1918 229 1919 457 1920 734 1921 353	81 69 106 201 218 354 247	41 50 142 236 216 300 233	26 18 78 113 139 231 166	20 42 55 63 112 209 108	12 19 38 46 128 154 77	.. .. 16 4 13 7 ..	.. 1 1 4 4 10 16	320 384 637 896 1,284 1,999 1,200
No. of Persons Affected	1913 89,618 1914 56,469 1917 101,158 1918 146,399 1919 280,031 1920 454,610 1921 272,782	49,254 29,576 68,272 110,027 125,693 258,211 238,084	16,645 20,198 72,843 74,174 116,627 145,464 115,722	4,574 5,624 20,209 16,239 35,377 76,605 44,696	3,036 8,399 12,997 9,871 26,673 55,489 22,695	3,005 4,262 5,288 3,631 16,108 28,317 14,783	.. .. 1,143 624 1,287 703 23,503	.. 390 11,000 616 2,095 7,887 23,503	166,132 125,218 292,910 361,581 603,891 1,027,286 732,265
Total Net Amount of Increase per Week	1913 21,789 1914 13,558 1917 28,896 1918 32,194 1919 137,642 1920 228,186 1921 38,371	9,880 6,688 15,129 25,514 43,930 119,706 77,425	3,702 5,128 20,083 19,699 43,718 69,748 30,790	1,279 1,941 6,070 3,885 11,989 30,316 13,409	428 2,423 3,407 2,133 10,249 25,195 11,395	635 804 1,987 1,323 7,350 14,593 6,370	.. .. 1,987 273 618 684 7,893	.. 143 4,800 239 949 6,280 7,893	37,713 30,685 81,007 85,260 256,445 494,708 185,658
Average Increase per Head per Week	1913 4 10 1914 4 10 1917 5 9 1918 4 5 1919 9 10 1920 10 0 1921 2 10	4 0 4 6 4 5 4 8 7 0 9 3 6 6	4 5 5 1 5 6 5 4 7 6 9 7 5 4	4 5 6 11 6 0 4 9 6 9 7 11 6 0	2 10 5 9 5 3 4 4 7 8 9 1 8 7	3 9 3 9 7 6 7 3 9 2 10 4 8 7	.. .. 11 1 8 9 9 7 19 6 ..	.. 7 4 8 9 7 9 9 7 15 11 6 9	4 6 4 11 5 6 4 9 8 6 9 8 5 1

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

In point of number of changes in each State, New South Wales was first, Victoria second, and Queensland third, in each of the years 1913 to 1916. During the year 1917 the number of changes in Queensland exceeded the number recorded in Victoria, while during the year 1918 the number of changes in Queensland was greater than the number recorded as having taken place in New South Wales. It will be seen from the table that the number of changes in rates of wage recorded during the year 1920 is higher in each State than during any previous year. There was a noticeable decrease in the total number of changes recorded during 1921 as compared with the year 1920, the reduction being general in all States. The relative position of the States in regard to the numbers of changes effected, and also in regard to the numbers of workers affected in each year is, of course, largely due to the magnitude of the different industries and callings in which changes took place.

The number of workpeople who were affected by changes in rates of wage during the year 1921 was 732,265, and the total net amount of increase per week was £185,658, representing 5s. 1d. per head per week.

The table shews the net results of all changes made in the rates of wage, and includes many instances in which the weekly wage was reduced. In 1921 one hundred and thirty-five decreases were recorded. One hundred and five occurred in New South Wales, eight in Victoria, six in Queensland, five in South Australia, eight in Western Australia, and three in Tasmania. The total number of workpeople affected by these changes was 126,970, and the amount of decrease per week was £19,428. The reductions in the rates of wage were brought about by variations of awards by the Court of Industrial Arbitration of New South Wales, which took into consideration the declaration of the 8th October of the Board of Trade appointed under the State Industrial Arbitration Act, that the "living wage" for adult male employees was £4 2s. per week, in lieu of £4 5s. per week previously in force in that State. Agreements between employers and workpeople engaged in glass-working, artificial manure manufacture, and gas-making, providing for automatic adjustment of rates of wage according to the fluctuation in the cost of living figures, were responsible for decreases in Victoria, Queensland, South Australia, and Western Australia. Decreased rates of wage to mining and smelting employees at Wallaroo and Moonta, and at Port Pirie (South Australia), and also at Queenstown (Tasmania), were recorded during the year. The Court of Industrial Appeals in Victoria reduced the rates of wage of grocers and jam-makers, after appeals by the employers against the determinations of the Wages Boards. Other decreases were brought about by the reduction of the number of working hours per week—without a corresponding increase in the hourly rate of wage.

3. Number and Magnitude of Changes in Rates of Wage in the Commonwealth Classified according to Industrial Groups, 1913 to 1921.—*Total Workpeople (Male and Female) affected by Changes.* In the following table particulars are given of the number of changes, the number of persons (males and females) affected, and the total amount of increase per week, classified according to Industrial Groups throughout the Commonwealth during the years 1913 and 1918 to 1921 :—

CHANGES IN RATES OF WAGE IN THE COMMONWEALTH ACCORDING TO INDUSTRIAL GROUPS, 1913 AND 1918 TO 1921.

Particulars.	Industrial Group.							
	I. Wood, Furniture, Timber, etc.	II. Engineering, Metal Works, etc.	III. Food, Drink, Tobacco, etc.	IV. Clothing, Hats, Boots, etc.	V. Books, Printing, etc.	VI. Other Manufacturing.	VII. Building.	VIII. Mines, Quarries, etc.
1913.								
Number of Changes	10	20	45	15	11	55	21	17
Number of Persons affected	7,975	6,594	17,428	11,727	4,602	17,110	19,237	6,112
Amount of increase per week	£ 1,569	1,607	4,255	2,062	1,126	3,480	5,696	1,210
1918.								
Number of Changes	61	42	93	26	24	78	30	25
Number of Persons affected	14,651	31,804	32,411	23,215	8,707	15,160	17,419	14,285
Amount of increase per week	£ 4,343	10,565	9,025	5,252	1,804	3,944	5,420	2,988
1919.								
Number of Changes	39	89	156	31	41	138	42	29
Number of Persons affected	13,616	44,133	72,603	26,905	9,335	50,530	19,053	34,501
Amount of increase per week	£ 4,890	20,381	23,551	11,308	4,449	17,829	8,941	17,434
1920.								
Number of Changes	68	123	241	56	83	245	82	61
Number of Persons affected	44,732	74,853	81,876	55,345	19,757	71,671	61,552	47,865
Amount of increase per week	£ 19,015	29,145	41,383	21,271	11,088	31,126	41,059	30,385
1921.								
Number of Changes	22	81	105	45	28	156	27	22
Number of Persons affected	11,915	58,632	55,555	89,542	12,116	55,766	24,717	6,322
Amount of increase per week	£ 2,650	17,244	13,658	16,143	4,000	14,666	10,196	2,896

Particulars.	Industrial Group—continued.					
	IX. Rail and Tram Services.	X. Other Land Transport.	XI. Shipping, etc.	XII. Pastoral, Agricultural, etc.	XIII. Domestic, Hotels, etc.	XIV. Miscellaneous.
1913.						
Number of Changes	16	12	19	3	9	59
Number of Persons affected	20,046	7,335	1,839	828	6,481	38,818
Amount of increase per week	£ 3,219	2,324	543	436	1,922	8,264
1918.						
Number of Changes	38	25	38	6	23	270
Number of Persons affected	59,625	12,782	1,990	1,717	9,230	118,585
Amount of increase per week	£ 10,320	2,185	719	350	2,167	26,178
1919.						
Number of Changes	74	37	59	11	49	373
Number of Persons affected	114,365	20,871	34,294	9,030	25,799	128,856
Amount of increase per week	£ 56,872	8,701	18,168	5,739	7,620	50,562
1920.						
Number of Changes	82	52	76	19	55	481
Number of Persons affected	136,854	28,532	16,842	26,580	34,285	326,542
Amount of increase per week	£ 54,959	11,605	11,871	20,701	12,258	158,842
1921.						
Number of Changes	67	32	44	10	39	294
Number of Persons affected	127,860	24,885	37,904	1,815	17,904	207,332
Amount of increase per week	£ 18,573	2,717	17,986	853	4,339	59,737

(a) In this table an Industrial Award or Agreement under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, the Industrial Peace Act, or an Order of the War Precautions Coal Board is counted as one change only, although such Award, Agreement or Order may be operative in more than one State.

4. Changes in Rates of Wage in Male and Female Occupations—Number and Effect of Changes in each State, 1913–1921.—Included in the changes in rates of wage recorded in the tables on page 885 are those which in the whole or part thereof affected female occupations. Particulars in respect to these changes in so far as they relate to the numbers of male and female workers affected, etc., are set out hereunder :—

CHANGES IN RATES OF WAGE.—MALE AND FEMALE OCCUPATIONS.—EFFECT OF CHANGES IN EACH STATE AND TERRITORY, 1913 TO 1921.

Year.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	N. Terr.	All States. ^a	C'wealth.
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NUMBER OF MALE EMPLOYEES AFFECTED.

1913	83,470	44,692	16,095	3,616	3,036	1,525	152,434
1914	48,773	25,644	19,628	5,624	7,616	4,232	..	390	111,907
1916	225,806	99,667	68,125	39,586	5,669	6,885	249	3,546	449,533
1917	82,601	48,136	63,066	16,844	12,788	4,759	1,143	11,000	240,337
1918	128,728	91,857	59,909	12,889	8,452	3,487	624	616	306,562
1919	253,077	106,389	99,167	32,162	24,185	13,906	1,287	2,025	532,198
1920	385,118	202,972	126,306	66,824	48,088	24,213	703	7,812	862,036
1921	219,813	185,895	90,918	37,062	19,988	13,484	..	21,710	588,870

NET AMOUNT OF INCREASE PER WEEK TO MALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£
1913	20,682	9,317	3,647	1,127	428	512	..	..	35,713
1914	12,158	6,146	5,055	1,941	2,157	797	..	143	28,397
1916	53,395	26,877	39,874	9,774	1,414	1,937	82	1,593	134,946
1917	25,773	11,080	17,106	5,244	3,329	1,878	635	4,800	69,845
1918	29,410	22,574	16,186	3,311	1,889	1,284	273	239	75,166
1919	132,237	38,115	38,200	10,690	9,560	6,560	618	920	236,900
1920	207,403	98,778	63,432	27,498	22,157	13,105	684	6,192	439,249
1921	26,735	68,087	26,649	12,079	10,737	6,119	..	6,891	157,297

AVERAGE INCREASE PER HEAD PER WEEK TO MALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1913	4 11	4 2	4 6	6 3	2 10	6 9	..	..	4 8
1914	5 0	4 10	5 2	6 11	5 8	3 9	..	7 4	5 1
1916	4 9	5 5	11 8	4 11	5 0	5 8	6 7	9 0	6 0
1917	6 3	5 7	5 5	6 3	5 2	7 11	11 1	8 9	5 10
1918	4 7	4 11	5 5	5 2	4 6	7 4	8 9	7 9	4 11
1919	10 5	7 2	7 8	6 8	7 11	9 5	9 7	9 1	8 11
1920	10 9	9 9	10 1	8 3	9 3	10 10	19 6	15 10	10 2
1921	2 5	7 4	5 10	6 6	10 9	9 1	..	6 4	5 4

NOTE.—For continuation of Table see next page.

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

CHANGES IN RATES OF WAGE.—MALE AND FEMALE OCCUPATIONS.—
EFFECT OF CHANGES IN EACH STATE AND TERRITORY, 1913 TO
1921—*continued.*

Year.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	N. Terr.	All States. ^a	C'wealth.
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NUMBER OF FEMALE EMPLOYEES AFFECTED.

1913	6,148	4,562	550	958	..	1,480	13,698
1914	7,696	4,232	570	..	783	30	13,311
1916	16,915	20,211	3,954	1,339	179	347	9	..	42,954
1917	18,557	20,136	9,777	3,365	209	529	..	..	52,573
1918	17,671	18,170	14,265	3,350	1,419	144	..	..	55,019
1919	26,954	19,304	17,460	3,215	2,488	2,202	..	70	71,693
1920	69,492	55,239	19,158	9,781	7,401	4,104	..	75	165,250
1921	52,969	52,189	24,804	7,634	2,707	1,299	..	1,793	143,395

NET AMOUNT OF INCREASE PER WEEK TO FEMALE EMPLOYEES.

	£	£	£	£	£	£	£	£	£
1913	1,107	563	55	152	..	123	..	..	2,000
1914	1,400	542	73	..	266	7	..	..	2,288
1916	3,480	3,689	577	156	26	43	6	..	7,977
1917	3,123	4,049	2,977	826	78	109	..	..	11,162
1918	2,784	2,940	3,513	574	244	39	..	..	10,094
1919	5,405	5,815	5,518	1,299	689	790	..	29	19,545
1920	20,783	20,928	6,316	2,818	3,038	1,488	..	88	55,459
1921	11,636	9,338	4,141	1,330	658	251	..	1,007	28,361

AVERAGE INCREASE PER HEAD PER WEEK TO FEMALE EMPLOYEES.

	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
1913	3 7	2 6	2 0	3 2	..	1 8	..	..	2 11
1914	3 8	2 7	2 7	..	6 9	4 8	..	..	3 5
1915	4 5	3 4	2 10	5 5	4 8	2 8	..	..	4 1
1916	4 1	3 8	2 11	2 4	2 11	2 6	13 4	..	3 9
1917	3 4	4 0	6 1	4 11	7 6	4 1	..	..	4 3
1918	3 2	3 3	4 11	3 5	3 5	5 5	..	..	3 8
1919	4 0	6 0	6 4	8 1	5 6	7 2	..	8 3	5 5
1920	6 0	7 7	6 7	5 9	8 3	7 3	..	23 6	6 9
1921	4 5	3 7	3 4	3 6	4 10	3 10	..	11 3	3 11

(a) See footnote on previous page.

5. Methods by which Changes were Effected.—(i) *Changes in Rates of Wage and Methods by which Effected—Commonwealth, 1920 and 1921.* In the following table particulars are given for the Commonwealth of the number of changes in rates of wage, the number of workpeople affected, and the total net amount of increase to the weekly wage distribution brought about either without, or after, stoppage of work, during the years 1920 and 1921 respectively, as a result of the application of one or other of the methods set out in the tables :—

CHANGES IN RATES OF WAGE.—METHODS BY WHICH EFFECTED, 1920 AND 1921.

Methods by which Changes were Effectuated.	Without Stoppage of Work.			After Stoppage of Work.			All Changes.		
	No. of Changes.	No. of Work-people Affected.	Total Net Amount of Increase per Week.	No. of Changes.	No. of Work-people Affected.	Total Net Amount of Increase per Week.	No. of Changes.	No. of Work-people Affected.	Total Net Amount of Increase per Week.
1920.									
By voluntary action of employers	28	15,193	£ 4,597	..	..	£ ..	28	15,193	£ 4,597
By direct negotiations	260	159,941	79,683	73	10,032	5,786	333	169,973	85,469
By negotiations, intervention or assistance of third party(a)	12	60,785	36,251	11	3,906	2,100	23	64,691	38,441
By award of Court under Commonwealth Act(a)	63	75,020	24,812	1	28	56	64	75,048	24,807
By agreement registered under Commonwealth Act(a)	162	26,533	11,540	1	200	68	163	26,733	11,608
By award or determination under State Acts	971	645,927	314,244	7	2,156	1,484	978	648,083	315,728
By agreement registered under State Acts	133	27,300	13,899	2	265	159	135	27,565	14,058
Total(a)	1,629	1,010,699	485,026	95	16,587	9,682	1,724	1,027,286	494,708
1921.									
By voluntary action of employers	4	2,000	565	..	..	..	4	2,000	565
By direct negotiations	144	77,070	20,604	4	140	107	148	77,210	20,711
By negotiations, intervention or assistance of third party(a)	17	73,504	26,086	1	200	200	18	73,704	26,286
By award of Court under Commonwealth Act(a)	66	139,773	44,360	..	..	..	66	139,773	44,360
By agreement registered under Commonwealth Act(a)	55	24,166	12,209	..	..	..	55	24,166	12,209
By award or determination under State Acts	593	390,765	76,482	1	450	332	594	391,215	76,814
By agreement registered under State Acts	87	24,197	4,713	..	..	..	87	24,197	4,713
Total(a)	966	731,475	185,019	6	790	639	972	732,265	185,658

(a) In this section of the table an Award or Agreement under the Commonwealth Conciliation and Arbitration Act, the Arbitration (Public Service) Act, the Industrial Peace Act, or an Order of the War Precautions Coal Board is counted as one change only, although such Award, Agreement, or Order may be operative in more than one State. (b) Decrease.

The total number of changes recorded during the year 1921 was 972, of which 594 or 61 per cent. of the total number were brought about by award or determination under State Industrial Acts. The number of workpeople who were affected by these changes was 391,215, and the total amount of increase per week in wages was £76,814. Of these 594 changes, 238 occurred in New South Wales, 85 in Victoria, 182 in Queensland, 57 in South Australia, 16 in Western Australia, and 16 in Tasmania. The number of changes in rates of wage which were recorded as having been made by awards or variations of awards under the provisions of the Commonwealth Conciliation and Arbitration Act was 66, as compared with 64 during the previous year. Direct negotiations between representatives of employers and employees brought about 148 changes in rates of wage during the year. A large number of industrial agreements were filed under the provisions of the Commonwealth and State Acts during the twelve months under review. Six changes in rates of wage were arranged after stoppages of work. The number of workpeople affected by these changes was 790.

(ii) *Changes in Rates of Wage and Methods by which Effectuated—Commonwealth, 1913–1921.* Comparative particulars are contained in the following table of the total number and effect of all changes in rates of wage brought about throughout the Commonwealth during the years indicated, as a result of the application of one or other of the specified methods:—

CHANGES IN RATES OF WAGE, CLASSIFIED ACCORDING TO METHODS BY WHICH EFFECTED—COMMONWEALTH, 1913 AND 1918 TO 1921.

Particulars.	By Voluntary Action of Employers.	By Direct Negotiations.	By Negotiations, Intervention or Assistance of Third Party.	By Award of Court under C'wealth Act.	By Agreement Registered under C'wealth Act.	By Award or Determination under State Act.	By Agreement Registered under State Act.	TOTAL. (a)
1913.								
Number of Changes ..	2	30	4	3	24	213	36	312
Number of Workpeople affected ..	12,011	4,336	101	4,487	3,387	136,702	5,108	166,132
Amount of Increase per week £	1,543	1,120	20	1,679	831	31,328	1,192	37,713
1918.								
Number of Changes ..	14	132	3	39	142	354	95	779
Number of Workpeople affected ..	12,916	43,423	591	20,502	6,764	270,777	6,603	361,581
Amount of Increase per week £	2,396	9,473	334	4,481	1,683	64,642	2,251	85,260
1919.								
Number of Changes ..	36	238	29	42	141	582	100	1,168
Number of Workpeople affected ..	10,285	84,535	45,049	67,741	27,244	337,625	31,412	603,891
Amount of Increase per week £	4,373	28,937	24,233	29,584	10,017	148,632	10,669	256,445
1920.								
Number of Changes ..	28	333	23	64	163	978	135	1,724
Number of Workpeople affected ..	15,193	169,973	64,691	75,048	26,733	648,083	27,565	1,027,286
Amount of Increase per week £	4,597	85,469	38,441	24,807	11,608	315,728	14,058	494,708
1921.								
Number of Changes ..	4	148	18	66	55	594	87	972
Number of Workpeople affected ..	2,000	77,210	73,704	139,773	24,166	391,215	24,197	732,265
Amount of Increase per week £	565	20,711	26,286	44,360	12,209	76,814	4,713	185,658

(a) See footnote to table on page 888.

It will be seen from the foregoing table that the greatest number of changes throughout the period under review was effected through the instrumentalities of the State Acts, though in relation to the total business the activities of the State organisations shew a decline from 80 per cent. of all changes in 1913 to 70 per cent. in 1921, while the changes made under the Commonwealth Acts have increased from 8.7 per cent. to 12.4 per cent. It is interesting to observe the very marked extent to which "direct negotiation" between parties has been resorted to in the later years. In 1913, only 30 changes, or less than 10 per cent. of the total, affecting only 2.6 per cent. of all persons concerned in the changes of that year, were brought about by direct negotiations, whereas in 1921, 148 changes (15 per cent.), affecting 77,210 persons, or 11 per cent. of the whole, resulted from this agency. It must be mentioned that, so far as possible, the effect of awards or agreements is recorded in the figures for the year in which such awards or agreements are made and filed. In certain cases, however, the awards or agreements are made retrospective as to the date on which the increased rate of wage has to be paid, while in others the particulars as to the number of workpeople affected and the effect of the change are difficult to ascertain.

§ 9. Industrial Disputes.

1. **General.**—Information with regard to the collection of particulars and methods of tabulation of industrial disputes involving stoppage of work has appeared in previous issues of the Year Book, and is also given in the Annual Reports of the Labour and Industrial Branch of this Bureau.

In the following tabulations particulars are included only with respect to the industrial disputes which commenced during any calendar year.* This course requires the elimination of such data as relate to disputes which commenced during an earlier period, but which remained unsettled during some portion of the succeeding year. On the other hand it necessitates the inclusion of the number of working days and wages lost during the following year in connexion with the disputes commenced during the calendar year to which the statistics relate.

* Any tabulations as to causes, duration, etc., based on disputes which were in existence in any given year, and not on those which commenced in that year, would inevitably result in confusion, seeing that particulars relating to the same dispute would probably occur in two successive years.

2. Comparative Summary of Disputes (Involving Stoppage of Work), 1913 to 1921.—

The systematic collection of information as to industrial disputes (causing a stoppage of work) throughout the Commonwealth was first undertaken as from the 1st January, 1913, and particulars concerning disputes occurring during the year 1913 were published in Labour Report No. 5. The following table gives particulars of the number of industrial disputes which began in various years from 1913 to 1921, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages in each State and Territory comprising the Commonwealth:—

INDUSTRIAL DISPUTES IN EACH STATE AND TERRITORY.—COMPARATIVE PARTICULARS FOR 1913 AND 1917 TO 1921.

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	No. of Workpeople Involved.			No of Working Days Lost.	Total Estimated Loss in Wages.
				Directly	Indirectly.	Total.		
New South Wales	1913	134	466	25,647	14,364	40,011	468,957	£ 216,368
	1917	296	918	118,515	15,508	134,023	3,308,869	1,929,405
	1918	138	182	24,417	8,624	33,041	181,639	112,894
	1919	267	678	64,956	35,040	99,996	4,324,686	2,856,259
	1920	349	650	68,033	22,349	90,382	587,156	432,988
Victoria	1921	535	567	108,573	29,921	138,494	547,838	493,267
	1913	29	63	4,151	2,026	6,177	85,212	35,744
	1917	52	636	15,976	2,114	18,090	760,410	378,946
	1918	33	190	4,235	1,513	5,748	165,020	99,346
	1919	62	372	15,169	7,437	22,606	733,333	392,796
Queensland	1920	53	809	15,274	24,534	39,808	783,286	465,244
	1921	20	118	4,119	2,161	6,280	109,595	69,629
	1913	17	20	1,781	225	2,006	55,288	28,374
	1917	39	202	12,074	971	13,045	317,699	178,125
	1918	84	696	8,803	1,875	10,678	183,883	131,142
South Australia	1919	69	295	9,078	6,336	15,414	586,661	327,537
	1920	55	71	3,775	2,033	5,808	68,298	44,943
	1921	33	97	3,367	1,512	4,879	95,560	69,793
	1913	9	13	272	16	288	2,412	1,029
	1917	24	44	3,958	146	4,104	57,446	30,306
Western Australia	1918	17	25	1,576	429	2,005	18,276	10,515
	1919	32	75	4,437	3,409	7,846	238,378	127,303
	1920	40	126	4,732	1,067	5,799	232,402	140,326
	1921	19	45	2,158	1,002	3,160	57,038	37,315
	1913	9	324	967	..	967	6,772	3,515
Tasmania	1917	23	128	2,401	547	2,948	102,078	53,004
	1918	22	56	3,368	1,435	4,803	31,145	17,792
	1919	20	157	5,516	4,460	9,976	359,987	213,867
	1920	45	434	9,095	2,918	12,013	146,640	108,055
	1921	12	56	1,906	10,157	12,063	145,103	86,038
Northern Territory	1913	8	30	444	20	464	987	434
	1917	8	11	1,062	623	1,685	52,541	24,502
	1918	1	1	42	..	42	462	250
	1919	5	127	1,098	588	1,686	63,271	32,738
	1920	12	14	1,610	146	1,756	54,283	32,160
Commonwealth	1921	5	5	75	150	225	1,483	986
	1913	1	1	100	100	200	1,400	600
	1917 to 1920	..	..	..	..	..	..	..
	1913	1	4	131	39	170	2,500	1,675
	1917	2	2	75	..	75	615	520
Commonwealth	1918	3	4	112	10	122	428	395
	1919	5	9	46	21	67	1,910	1,436
	1920	..	..	..	..	..	..	..
	1913	208	921	33,493	16,790	50,283	623,528	287,739
	1917	444	1,941	154,061	19,909	173,970	4,599,658	2,594,808
Commonwealth	1918	298	1,154	42,553	13,886	56,439	580,853	372,334
	1919	460	1,713	100,300	57,291	157,591	6,308,226	3,951,936
	1920	554	2,104	102,519	53,047	155,566	1,872,065	1,223,716
	1921	624	888	120,198	44,903	165,101	956,617	757,028

It may be seen from the foregoing table that industrial disputes throughout the Commonwealth were most frequent during the year 1920. The number of workpeople involved in disputes during 1916 and 1917 increased to an enormous extent, while the losses in working days and wages were considerably in excess of such losses during any previous yearly period. The figures for 1917 are swollen by the effects of the dispute at the Government Railway Workshops in New South Wales in connexion with the introduction of the "card system." The dislocation of industry due to this dispute is the most extensive which has been recorded by the Bureau since the systematic

collection of particulars was undertaken at the beginning of the year 1913. After careful consideration of the data it was ascertained that 79 disputes throughout the various States were directly associated with the action of the employees at the Government Railway Workshops. The originating dispute, which commenced on the 2nd August, 1917, when the employees at the workshops ceased work as a protest against the introduction of a time-card system, rapidly extended to other industries throughout the Commonwealth. Railway employees in other branches of the service, coal and metalliferous miners, seamen, waterside workers, and others left work, mostly in sympathy with the railway men, while other workers, including carters, storemen, and artificial manure makers, refused to handle "black" goods and coal. Of the 79 disputes, which were the outcome of the original stoppage, 52 occurred in New South Wales; 18 in Victoria; 3 in South Australia; and 2 in each of the remaining States. The total number of workpeople involved in these dislocations was 97,507, the loss in working days was 3,982,250, with a consequent estimated loss in wages of £2,233,000. In addition a large number of employees in various industries, though not directly connected with the dispute, were thrown out of work by the restrictions placed upon the use of coal, gas and electricity.

The figures for 1914 and 1916 were inflated by disputes in the coal-mining industry. In the earlier year, there was a protracted dispute in New South Wales through the refusal of the miners to work the afternoon shift. The estimated loss incurred was 523,000 working days, representing £259,000 in wages. In 1916 the coal-mining employees in New South Wales, Victoria, Queensland, and Tasmania ceased work over the question of the "eight hours bank to bank." The loss on this occasion was 409,000 working days, equivalent to £240,850 in wages.

Three serious dislocations occurred during the year 1919. The stoppage of work at Broken Hill, in which metalliferous miners and others were involved, was the most prolonged dispute which has been recorded by this Bureau. The mines closed down during May, 1919, and work was not resumed until November, 1920. Over 7,000 workpeople at Broken Hill were thrown out of work, and it is estimated that the loss in wages to workpeople at the mines at Broken Hill and at the smelters, Port Pirie, exceeded £2,500,000. Seamen and marine engineers were also involved in protracted disputes, which caused heavy losses of working days and wages during the year. Detailed particulars of these important disputes have been published in Labour Reports, Nos. 10 and 11. The number of disputes which occurred during 1921, while greater than for any of the previous years for which information is given, affected a lesser number of workpeople and involved less loss in wages than in either 1919 or 1920. Information with regard to the disputes occurring during 1921 is given in Labour Report No. 12, pp. 148-151.

In regard to extensive dislocations of industry which occurred prior to the institution of systematic inquiries by the Bureau, efforts were made to obtain statistical data relating to the shearers' disputes in 1890, 1891, and 1894, and also concerning the number of workpeople involved and the losses caused by the maritime dispute in the early part of 1891, but precise information was not obtainable.

The proportion of disputes in each State expressed as a percentage on the total for the Commonwealth is as follows :—

PROPORTION PER CENT. OF DISPUTES IN THE LARGER STATES, 1914 TO 1921.

State.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
New South Wales ..	70	66	69	46	58	63	85
Victoria	13	11	12	11	13	10	3
Queensland	5	13	9	28	15	10	5
Other States and Territories	12	10	10	15	14	17	7
Commonwealth ..	100	100	100	100	100	100	100

Although the number of disputes in 1919 was less than that in 1916, and the number of workpeople involved was less than in either of the years 1916 and 1917, yet, measured by the loss of time and wages, the disruption to industry which occurred during 1919 was the most serious which the Commonwealth has experienced since records of such matters were instituted in 1913. Prior to 1919 the most serious loss in wages was incurred in 1917, when it amounted to £2,594,308, a sum outstanding in magnitude

as compared with other years. In 1919, however, this amount was exceeded by £1,357,128, the estimated loss in wages being £3,951,936, representing 6,308,226 working days. During the year 1920 particulars concerning 554 dislocations of work were recorded. This number is considerably higher than that for any previous year. The losses in working days (1,872,065) and in wages (£1,223,716) were, however, lower than those caused by disputes during 1917 and 1919. The more important of the disputes which contributed to the losses during 1920 were the dislocations of work in which were involved marine stewards on inter-State vessels; factory engine-drivers and firemen, Melbourne; gas workers, Melbourne; brown-coal miners, Morwell; ironstone quarrymen and others, Iron Knob and Whyalla; and State civil servants, Western Australia. During 1921 the principal disputes occurred in the coal-mining industry, shipping, building, and sugar-cane cutting.

It is, of course, obvious that the mere number of disputes cannot by itself be accepted as a proper basis of comparison, nor does the number of workpeople afford a satisfactory basis. A better idea as to the significance and effect of industrial disputes may be obtained from the number of working days lost and the estimated loss in wages.

The position which New South Wales occupies in comparison with the other States is almost entirely due to the prevalence of disputes in connexion with coal mining. Apart from these stoppages the number of disputes in all other industries, whilst still in excess of that for each of the other States, does not compare unfavourably when the number of workpeople in each State is taken into consideration.

3. Number and Magnitude of Industrial Disputes in the Commonwealth, Classified according to Industrial Groups.—Comparative Particulars for 1920 and 1921.—The following table gives particulars of disputes in the Commonwealth during the years 1920 and 1921, classified according to industrial groups. The system of classification selected is similar to that adopted in connexion with labour organisations, unemployment, rates of wage, etc. (see Labour Report No. 11, page 9).

INDUSTRIAL DISPUTES IN THE COMMONWEALTH, CLASSIFIED ACCORDING TO INDUSTRIAL GROUPS, 1920 AND 1921.

Industrial Group.	No. of Disputes.		No. of Work-people involved in Disputes.		No. of Working Days Lost.		Total Estimated Loss in Wages.	
	1920.	1921.	1920.	1921.	1920.	1921.	1920.	1921.
I. Wood, Furniture, Timber, etc.	13	4	914	94	9,654	3,264	£ 6,167	£ 2,679
II. Engineering, Metal Works, etc.	14	4	7,312	106	73,108	7,127	44,702	5,249
III. Food, Drink, etc.	24	14	3,170	2,171	24,734	28,633	15,207	24,912
IV. Clothing, Hats, Boots, etc.	2	2	271	250	6,088	387	3,405	171
V. Books, Printing, etc.	5	..	2,083	..	114,785	..	64,810	..
VI. Other Manufacturing	31	6	7,342	540	109,709	6,187	65,965	5,068
VII. Building	17	9	6,527	1,421	89,599	36,406	67,501	24,719
VIII. Mines, Quarries, etc.	316	509	81,043	133,547	495,981	366,120	407,515	384,138
IX. Rail and Tramway Services	18	17	1,345	9,994	9,884	106,354	7,231	56,724
X. Other Land Transport	1	..	2	..	10	..	6	..
XI. Shipping, Wharf Labour	56	29	13,696	12,700	373,329	342,649	225,572	208,947
XII. Pastoral, Agricultural, etc.	11	12	369	822	3,157	8,711	2,824	7,844
XIII. Domestic, Hotel, etc.	6	2	556	37	4,419	4,880	1,449	2,010
XIV. Miscellaneous	40	16	30,936	3,419	547,608	45,899	311,362	34,567
Commonwealth, All Groups	554	624	155,566	165,101	1,872,065	956,617	1,223,716	757,028

Attention has frequently been drawn to the preponderating influence exercised by disputes in the coal-mining industry in New South Wales on the total number of industrial disputes. In making any comparison as to the number of disputes in this industrial class in each State, it should be observed that while the number of workers engaged in the mining industry is very much larger in New South Wales than in any of the other States, nevertheless the total number of disputes recorded in that State is considerably greater than in any other State. Of the 3,167 disputes recorded in the Commonwealth for the eight years 1913–20, 1,615 or 51.0 per cent. were connected with the industries included in Group VIII., Mines, Quarries, etc.

4. Duration of Industrial Disputes in the Commonwealth, 1921.—In the following table particulars are given with respect to the number of disputes, workpeople directly and indirectly involved, working days lost, and estimated amount of loss in

wages respectively, consequent on the cessations of work which were recorded for the Commonwealth during the year 1921, classified under the adopted limits of duration :—

DURATION OF INDUSTRIAL DISPUTES IN THE COMMONWEALTH, 1921.

Limits of Duration.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
		Directly.	Indirectly.	Total.		
						£
1 day and less	332	70,437	15,913	86,350	85,841	95,235
2 days and more than 1 day	90	16,778	5,719	22,497	44,441	48,056
3 days and more than 2 days	60	10,082	2,397	12,479	37,093	37,418
Over 3 days and less than 1 week (6 days)	27	3,365	1,361	4,726	20,879	21,537
1 week and less than 2 weeks	54	8,904	8,519	17,423	161,379	113,856
2 weeks and less than 4 weeks	34	3,891	2,700	6,591	106,779	92,324
4 weeks and less than 8 weeks	18	5,504	8,124	13,628	386,746	253,144
8 weeks and over	9	1,237	170	1,407	113,459	95,458
Total	624	120,193	44,903	165,101	956,617	757,028

NOTE.—Similar figures for the years 1913 to 1920 will be found in previous issues of the Year Book and in the Labour Reports.

5. Industrial Disputes, Classified as to Causes, Commonwealth, 1914-1921.—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes which commenced during the years 1914 to 1921, classified according to principal cause :—

CAUSES OF INDUSTRIAL DISPUTES IN THE COMMONWEALTH, 1914 TO 1921.

Causes of Disputes.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF DISPUTES.							
1. Wages—							
(a) For increase ..	50	125	53	54	99	94	19
(b) Against decrease ..	3	7	1	4	2	..	2
(c) Other wage questions	67	96	69	69	100	106	161
2. Hours of Labour—							
(a) For reduction ..	1	16	2	1	4	16	12
(b) Other disputes re hours	13	5	8	11	5	9	16
3. Trades Unionism—							
(a) Against employment of non-unionists ..	13	14	26	7	19	20	5
(b) Other union questions	11	8	32	19	29	27	22
4. Employment of particular Classes or Persons ..	83	83	90	92	118	135	169
5. Working Conditions ..	72	90	81	34	54	106	162
6. Sympathetic	3	20	57	1	6	2	13
7. Other Causes	21	44	25	6	24	39	43
Total	337	508	444	298	460	554	624

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—							
(a) For increase ..	7,362	30,193	7,135	7,095	58,532	41,748	2,659
(b) Against decrease ..	534	1,051	21	57	667	..	850
(c) Other wage questions	15,243	23,507	18,894	12,737	26,222	21,139	52,704
2. Hours of Labour—							
(a) For reduction ..	220	24,481	1,004	26	578	20,758	2,313
(b) Other disputes re hours	3,237	579	2,576	4,214	961	2,137	2,113
3. Trades Unionism—							
(a) Against employment of non-unionists ..	5,807	1,178	6,182	710	9,001	2,752	1,353
(b) Other union questions	1,593	1,167	17,320	6,673	17,509	7,534	6,607
4. Employment of particular Classes or Persons ..	14,863	15,910	15,445	14,576	21,488	26,163	45,408
5. Working Conditions ..	17,053	20,516	19,021	7,757	11,582	21,204	35,790
6. Sympathetic	675	4,191	76,076	200	3,080	1,397	3,251
7. Other Causes	4,462	47,910	10,296	2,394	7,971	10,734	12,053
Total	71,049	170,683	173,970	56,439	157,591	155,566	165,101

**CAUSES OF INDUSTRIAL DISPUTES IN THE COMMONWEALTH,
1914 TO 1921—continued.**

Causes of Disputes.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF WORKING DAYS LOST.							
1. Wages—							
(a) For increase ..	99,451	592,625	56,083	198,323	5,403,581	793,935	13,731
(b) Against decrease ..	32,965	6,192	42	316	10,013	..	25,700
(c) Other wage questions	169,847	143,248	225,080	97,561	96,118	101,219	192,858
2. Hours of Labour—							
(a) For reduction ..	9,240	583,052	78,016	312	10,372	534,458	13,315
(b) Other disputes re hours	16,855	1,598	62,560	20,551	15,760	37,486	13,260
3. Trades Unionism—							
(a) Against employment of non-unionists ..	92,720	48,881	87,600	21,894	279,804	24,900	17,890
(b) Other union questions	6,968	10,276	572,949	24,341	329,205	21,999	117,199
4. Employment of particular Classes or Persons ..	64,367	70,452	47,297	113,466	87,225	129,215	431,130
5. Working Conditions ..	584,289	81,511	211,971	93,468	32,029	128,967	69,732
6. Sympathetic ..	2,125	75,447	3,239,798	7,200	21,050	72,940	6,150
7. Other Causes ..	11,568	65,648	18,262	3,421	23,069	26,946	55,652
Total ..	1,090,395	1,678,930	4,599,658	580,853	6,308,223	1,872,065	956,617

It will be observed from the above table that the main causes of industrial disputes are "Wage" questions, "Working Conditions," and "Employment of Particular Classes or Persons." In each of the eight years, 1914–1921, the number of dislocations concerning wages exceeded those caused by any other question, having varied between a minimum proportion of 28 per cent. in 1917 and a maximum of 45 per cent. in 1916. The proportion attributed to this cause in 1920 was 36 per cent. The majority of the disputes classified under the heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of certain employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimised. This class of dispute occurs very frequently in the coal-mining industry. The number of disputes over "Trade Union" questions and "Hours of Labour" has represented a fairly uniform proportion of the total number of disputes during the years under review. "Sympathetic" disputes were numerous during the years 1916 and 1917. The figures for the latter year were abnormal in comparison with the other periods. It may be mentioned, however, that the disputes which arose during that year in connection with the "time-card system" dispute were responsible for the increase in the number.

6. Results of Industrial Disputes, Commonwealth, 1913–21.—The following table shews the number of disputes, number of workpeople involved, and the number of working days lost in disputes throughout the Commonwealth during the nine years 1913–21, classified according to results :—

**INDUSTRIAL DISPUTES CLASSIFIED ACCORDING TO RESULTS,
COMMONWEALTH, 1913 TO 1921.**

Year.	No. of Disputes.				Number of Workpeople Involved in Disputes.				Total Number of Working Days Lost by Disputes.			
	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In Favour of Workpeople.	In Favour of Employer.	Compromise.	Indefinite.
1913	67	64	66	11	10,914	12,211	24,826	2,332	59,823	104,654	433,014	26,037
1914	118	98	110	11	21,224	18,242	30,396	1,187	129,995	119,819	829,265	11,316
1915	190	78	63	22	44,140	15,327	14,860	6,065	245,625	155,659	151,544	30,397
1916	223	178	84	23	70,588	36,670	23,296	40,129	886,010	253,084	476,302	63,534
1917	147	188	100	9	24,331	119,589	22,310	7,740	103,267	4,201,981	285,103	9,307
1918	92	100	93	13	13,780	15,998	23,739	2,022	101,207	177,223	230,045	22,378
1919	154	157	140	9	54,810	43,140	55,445	4,196	2,398,252	406,361	3,483,571	20,042
1920	183	199	168	4	30,399	61,947	62,811	409	180,345	911,156	777,175	3,389
1921	126	274	216	8	25,244	63,380	73,887	2,590	76,381	162,331	714,501	3,404

It will be seen from the above table that, during the years 1913, 1914, and 1916 the disputes resulting in favour of workpeople exceeded those resulting in favour of employers. During 1917, 1918, 1919, 1920, and 1921, however, the position was reversed. A considerable number of disputes in each year resulted in a compromise, while certain disputes resulted in such a manner that they could not be definitely classed as in favour of either party.

7. **Methods of Settlement of Industrial Disputes, Commonwealth, 1914-21.**—The following tables show the number of disputes, number of workpeople involved, and number of working days lost in industrial disputes during the seven years 1914-21, classified for the Commonwealth according to the adopted schedule of methods of settlement :—

**METHODS OF SETTLEMENT OF INDUSTRIAL DISPUTES,
COMMONWEALTH, 1914 TO 1921.**

Methods of Settlement.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
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NUMBER OF DISPUTES.

Negotiations—							
Direct between employers and employees or their representatives ..	247	319	234	171	291	380	412
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	11	34	38	21	35	25	65
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference ..	7	9	12	20	33	33	18
By reference to Board or Court ..	17	10	13	14	5	8	4
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	5	6	3	8	9	8	11
By Filling Places of Workpeople on Strike or Locked Out ..	16	18	36	26	22	22	10
By Closing-down Establishment Permanently ..	4	6	4	8	7	4	2
By other Methods ..	30	106	104	30	58	74	102
Total ..	337	508	444	298	460	554	624

NUMBER OF WORKPEOPLE INVOLVED.

Negotiations—							
Direct between employers and employees or their representatives ..	48,204	68,841	49,512	34,680	76,070	101,404	93,912
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	8,054	32,043	23,338	4,155	47,849	6,278	20,775
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference ..	770	2,117	6,295	2,058	6,926	9,312	11,220
By reference to Board or Court ..	7,308	2,291	2,779	3,392	1,380	1,711	1,083
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference ..	205	1,110	1,490	3,042	1,997	766	12,037
By Filling Places of Workpeople on Strike or Locked Out ..	629	413	17,780	1,933	2,202	2,141	334
By Closing-down Establishment Permanently ..	86	150	434	538	401	182	53
By other Methods ..	5,793	63,718	72,342	5,741	20,766	33,772	25,678
Total ..	71,049	170,683	173,970	56,439	157,501	155,566	165,101

**METHODS OF SETTLEMENT OF INDUSTRIAL DISPUTES,
COMMONWEALTH, 1914 TO 1921—continued.**

Methods of Settlement.	1914.	1916.	1917.	1918.	1919.	1920.	1921.
NUMBER OF WORKING DAYS LOST.							
Negotiations—							
Direct between employers and employees or their representatives	803,799	563,828	551,484	222,846	632,269	827,985	245,765
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	128,231	812,763	863,896	37,444	5,379,655	217,916	156,076
Under State Industrial Acts—							
By intervention, assistance, or compulsory conference	4,256	31,696	159,799	57,559	94,557	69,436	136,785
By reference to Board or Court	120,685	48,022	48,352	151,472	8,460	19,236	22,752
Under Commonwealth Conciliation and Arbitration Act—							
By intervention, assistance, or compulsory conference	1,421	20,697	33,396	23,289	74,018	34,205	327,048
By Filling Places of Workpeople on Strike or Locked Out	4,402	9,060	908,596	35,298	46,029	160,562	3,542
By Closing-down Establishment Permanently	3,646	2,776	11,392	4,270	5,737	12,919	538
By other Methods	23,955	190,088	2,022,743	48,675	67,501	529,806	64,161
Total	1,090,395	1,678,930	4,599,658	580,853	6,308,226	1,872,065	956,617

In the above tables the methods of settlement of all disputes recorded during the past seven years are set out in comparative form. In all years it will be observed that direct negotiations between the employers and employees settled the majority of the disputes. The proportion of disputes so settled ranges between a minimum of 53 per cent. in 1917 and a maximum of 76 per cent. in 1921; in 1920 the proportion was 69 per cent., and in 1921 the proportion was 76 per cent. The numbers of dislocations which have been settled by compulsory conferences or the intervention and assistance of officials under State or Commonwealth Arbitration Acts have slightly decreased during the period under review. In connexion with the comparatively large numbers of disputes which are classified as having been settled "By other methods," it must be mentioned that a large number of stoppages of work occur each year, principally at the collieries, without any cause for such stoppages being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed without any negotiations for a settlement of the trouble which caused the stoppage.

8. Industrial Disputes, Commonwealth.—Number and Magnitude during Calendar Years 1913 to 1921.—In the following table particulars are given of the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages caused by disputes during each calendar year 1913 to 1921, classified according to industrial groups:—

**INDUSTRIAL DISPUTES, COMMONWEALTH. — NUMBER AND MAGNITUDE
ACCORDING TO INDUSTRIAL GROUPS DURING EACH CALENDAR YEAR
1913-1921.**

Calendar Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)	Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
NUMBER OF DISPUTES.						
1913 ..	37	10	103	36	22	208
1914 ..	61	16	186	40	34	337
1915 ..	67	8	204	54	25	358
1916 ..	99	15	240	85	69	508
1917 ..	104	6	200	77	57	444
1918 ..	77	11	135	31	44	298
1919 ..	94	12	231	67	56	460
1920 ..	89	17	316	75	57	554
1921 ..	30	9	509	46	30	624
1913 to 1921 ..	658	104	2,124	511	394	3,791

INDUSTRIAL DISPUTES, COMMONWEALTH.—NUMBER AND MAGNITUDE
ACCORDING TO INDUSTRIAL GROUPS DURING EACH CALENDAR
YEAR 1913-1921—*continued.*

Calendar Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)	Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII. to XIV.)	ALL GROUPS.
NUMBER OF WORKPEOPLE INVOLVED.						
1913	5,175	232	33,537	9,049	2,290	50,283
1914	13,017	4,321	48,785	3,256	1,670	71,049
1915	15,180	301	54,315	8,550	2,946	81,292
1916	15,482	751	95,512	9,366	49,572	170,683
1917	32,058	403	69,519	60,975	11,015	173,970
1918	10,472	685	35,149	6,507	3,626	56,439
1919	19,550	2,810	86,607	36,386	12,238	157,591
1920	21,092	6,527	81,043	15,043	31,861	155,566
1921	3,161	1,421	133,547	22,694	4,278	165,101
1913 to 1921 ..	135,187	17,451	638,014	171,826	119,496	1,081,974

NUMBER OF WORKING DAYS LOST.						
1913	61,384	2,303	389,854	121,034	47,960	622,535
1914	195,838	140,881	582,967	56,186	17,281	993,153
1915	128,719	801	460,801	59,286	33,353	682,960
1916	339,530	23,913	961,775	104,217	215,318	1,644,753
1917	845,557	8,084	1,317,600	2,374,474	143,601	4,689,316
1918	217,425	3,602	215,573	38,922	64,071	539,593
1919	272,405	124,003	1,826,694	1,898,900	181,736	4,303,738
1920	367,296	103,373	1,944,038	626,826	545,734	3,587,267
1921	47,385	36,406	467,867	666,517	68,010	1,286,185
1913 to 1921 ..	2,475,539	443,366	8,167,169	5,946,362	1,317,064	18,349,500

ESTIMATED LOSS IN WAGES.						
1913	£ 26,703	£ 1,171	£ 182,724	£ 61,005	£ 16,498	£ 288,101
1914	96,461	72,735	293,722	30,178	7,379	500,475
1915	58,519	462	244,943	32,408	13,810	350,142
1916	177,361	13,107	587,163	51,532	115,635	944,798
1917	467,292	4,592	937,308	1,158,079	74,464	2,641,735
1918	131,811	2,235	146,676	21,298	43,114	345,134
1919	167,502	73,643	1,280,265	977,494	119,924	2,618,828
1920	215,057	70,006	1,418,193	357,786	309,345	2,370,387
1921	39,416	24,719	459,450	397,169	49,721	970,475
1913 to 1921 ..	1,380,122	262,670	5,550,444	3,086,949	749,890	11,030,075

§ 10. Retail Prices, House Rents, and Cost of Living.

1. **Introduction.**—In Labour Report No. 1, issued in December, 1912, the results of certain investigations into the subjects of Prices, Price-Indexes and Cost of Living in past years were published, and some account was given of the methods employed for the collection of the data and of the technique adopted in the computation of the results. A detailed examination of the theory upon which the calculation of the index-numbers is based was given, but being necessarily too technical for the ordinary reader, was relegated to Appendixes. In Labour Reports Nos. 2, 5, 6, 7, 8, 9, 10, 11, and 12, results of further investigations were included, and in Labour Bulletins Nos. 1 to 18, and in Quarterly Summaries of Statistics, Nos. 70 to 86, information was incorporated regarding variations in retail and wholesale prices, house rent, and purchasing-power of money up to the end of 1921.

It must here suffice to state that the method adopted for the computation of the index-numbers is what may very properly be called the "aggregate expenditure" method. The first process is, of course, to work out the average price of each commodity included, and numbers (called "mass-units") representing the *relative* extent to which each commodity was on the average used or consumed are then computed. The price in any year of each commodity multiplied by its corresponding "mass-unit" represents, therefore, the relative total expenditure on that commodity in that year *on the basis of the adopted regimen*. It follows, therefore, that by taking for any year the sum of the price of each commodity multiplied by its corresponding "mass-unit," a figure is obtained which represents the relative aggregate or total expenditure of the community in that year on all the commodities, etc., included. By computing these aggregate expenditures for a series of years and taking the expenditure in any selected year as "base," that is, making the expenditure in that year equal to 1,000 units, the relative expenditure in any other year, that is to say, the "index-numbers," are readily ascertained. Numerical examples of the technique and methods adopted for the computation of index-numbers were given in Report No. 2 (pp. 44 and 45), and in Report No. 9 Appendixes I. to IV., pp. 174 to 229.

2. Scope of Investigation.—It was pointed out in Report No. 1 that, in any investigation into the question of change in cost of living of a community, a careful distinction must be drawn between two things, viz. :—

- (a) Variations in the *purchasing-power* of money, and
- (b) Variations in the *standard of living*.

In Report No. 2, attention was drawn to the fact that the second element (b) can be limited, at any rate to some extent, by the exercise of self-denial and thrift, and that such limitation is at the disposal of each individual; the former (a) is not subject to this possibility. Thus, from this aspect, social economics are concerned *primarily* with an accurate estimation of variations in the purchasing-power of money and only secondarily with the question of the general standard of living which has been reached. The first desideratum demands the selection of a suitable list of commodities, the quantities of each being taken in due proportion to their relative average consumption. The quantities in this list being kept constant, the cost of the whole group must then be ascertained. In this way a comparison may be made of the cost in different areas or districts at the same time, as well as the variation in any one place from time to time. This is the "aggregate expenditure" method explained above.

As explained in Report No. 1, special steps were taken to conduct the investigation back as far as 1901 for the capital towns only. The collection of current monthly returns as to prices and of quarterly returns of house rents commenced in 30 of the more important towns of the Commonwealth in January, 1912.

3. Commodities and Requirements Included.—The 47 items of expenditure included are divided into four groups, viz. :—(i) groceries and bread, (ii) dairy produce, (iii) meat, and (iv) house rent. These items cover about 60 per cent. of the total expenditure of a normal family. There are very cogent reasons for the restriction of the enquiries to the items mentioned. If the comparisons made are to be satisfactory, no confusion must arise between changes in the standard of living and changes arising from a variation of the purchasing-power of money. In order to avoid such confusion the items selected are such as are sensibly identical and identifiable in the various localities. The most important group of expenditure which is not included is clothing. In Labour Report No. 12 (page 25), a tabular statement was given furnishing particulars of the commodities and items included, the units of measurement for which prices are collected, and the mass-units shewing the relative extent to which each item is used or consumed. As the result, however, of a recommendation made by the Royal Commission on the Basic Wage, the Government has authorised the Bureau to extend its investigations to cover the whole of the ordinary expenditure of a household, and in paragraph 12 of this Section, index-numbers are given shewing the variation in the cost of the whole of the items of household expenditure.

4. **Variations in the Purchasing-Power of Money in each Metropolitan Town, 1901 to 1921.**—In Labour Reports and Bulletins, and in recent issues of the Quarterly Summaries of Statistics, index-numbers were given for each of the four groups, and for all groups combined for each capital town since 1901, the expenditure in 1911 being taken in each case as base (=1,000). In this section summarised results only are given, firstly, for food and groceries; secondly, for house rent; and thirdly, for all groups combined—the weighted average expenditure for all capital towns in 1911 being taken in each case as base (=1,000). The index-numbers in each table are fully comparable with each other, that is to say, they shew not only the variations from year to year in each capital town, but also the relative cost as between the towns.

(i) *Food and Groceries.* The index-numbers thus computed for the three groups comprising groceries and food are shewn in the following table:—

RETAIL PRICES IN METROPOLITAN TOWNS, INDEX-NUMBERS FOR GROCERIES AND FOOD (GROUPS I., II., AND III.), 1901 TO 1921.

Town.	1901.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Sydney ..	917	989	1,124	1,131	1,156	1,396	1,520	1,540	1,549	1,783	2,148	1,898
Melbourne ..	965	935	1,082	1,024	1,091	1,411	1,462	1,412	1,466	1,620	2,056	1,901
Brisbane ..	965	1,018	1,102	1,042	1,078	1,373	1,426	1,406	1,495	1,762	2,052	1,812
Adelaide ..	1,023	1,020	1,154	1,119	1,215	1,487	1,532	1,445	1,554	1,719	2,132	1,906
Perth ..	1,184	1,346	1,345	1,267	1,302	1,483	1,542	1,505	1,486	1,772	2,050	1,995
Hobart ..	1,011	1,058	1,190	1,164	1,212	1,445	1,523	1,544	1,635	1,748	2,162	2,025
Weighted Average(a) ..	972	1,000	1,129	1,095	1,144	1,416	1,495	1,472	1,514	1,716	2,101	1,902

(a) For all capital towns.

The above figures are directly comparable in every respect; thus it will be seen that the same quantity of food and groceries, which cost £1,000 in the capital towns considered as a whole in 1911, would have cost £917 in Sydney in 1901, £1,346 in Perth in 1911, or £1,901 in Melbourne in 1921.

The weighted average retail price index-numbers for the six capital cities shew that the upward tendency of prices was temporarily arrested on three occasions since 1911—first in 1913, again in 1917, and again in 1921. The prices for Sydney shew a rise in every year since 1911; in 1917 Sydney and Hobart constituted exceptions to the decline experienced in all the other capitals; while in 1918 the figures for Perth only shewed a decline. In 1919 and 1920 increases were experienced in all the cities concerned. In 1921, decreases were experienced in all the capital cities. Comparing the results for 1921 with those for 1911 it will be seen that the extent by which prices increased, varied from 103 per cent. in Melbourne to 48 per cent. in Perth. It will be noticed, however, that prices were abnormally high in Perth in 1911.

(ii) *House Rent.* In the following table, index-numbers are given computed for the weighted average house rent in each of the capital towns from 1901 to 1921, taking the average rent for the six capital towns in 1911 as the base (=1,000). The average rent has been obtained for each town separately by multiplying the average predominant rent for each class of house (*i.e.*, houses having less than 4 rooms, 4 rooms, 5 rooms, 6 rooms, 7 rooms, and over 7 rooms) by a number ("weight") representing the relative number of houses of that class in the particular town. The sum of the products thus obtained, divided by the sum of the weights, gives the weighted average for all houses. The number of houses in each class for each town was obtained from the results of the 1911 census. It should be observed, therefore, that these index-numbers are based on the weighted average rents for all houses, and that they do not refer to any particular class of houses. The actual predominant rents for each class were given in appendixes to

Labour Reports Nos. 1, 2, 5, 6, 7, 8, 9, 10, 11, and 12, and an examination of these figures shews that for some classes of houses the increase has been greater, and in some less, than the general increase indicated in the following table.

HOUSE RENTS IN METROPOLITAN TOWNS.—INDEX-NUMBERS SHEWING WEIGHTED AVERAGE RENTS (GROUP IV.), 1901 TO 1921.

Town.	1901.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Sydney ..	858	1,090	1,183	1,246	1,279	1,220	1,212	1,215	1,252	1,289	1,415	1,474
Melbourne ..	733	970	1,016	1,089	1,126	1,085	1,089	1,124	1,180	1,283	1,405	1,502
Brisbane ..	488	767	804	863	882	859	847	859	905	983	1,061	1,079
Adelaide ..	629	1,112	1,160	1,125	1,040	932	930	959	1,022	1,108	1,216	1,289
Perth ..	801	810	880	928	914	848	869	874	885	916	996	1,055
Hobart ..	667	805	829	887	914	928	928	951	956	1,134	1,373	1,440
Weighted Average(a) ..	751	1,000	1,063	1,118	1,135	1,081	1,081	1,098	1,143	1,215	1,333	1,404

(a) For all capital towns.

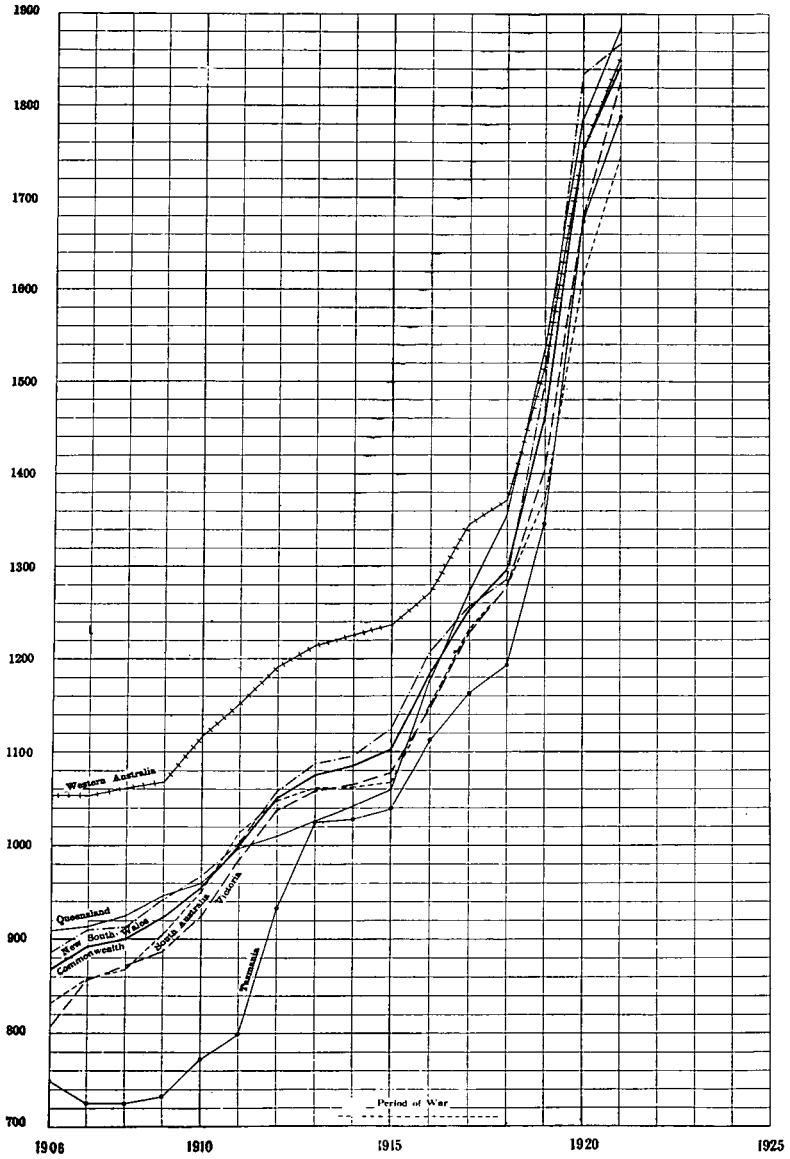
NOTE.—The above figures are directly comparable in every respect.

The figures given in the above table shew that from 1901 to 1914 house rents increased in all the capital cities, though varying in degree, from 14 per cent. in Perth to 81 per cent. in Brisbane, where, however, rents were very low in 1901. The weighted average index-number, which is, of course, largely dominated by the experience of the more populous cities of Sydney (with an increase of 49 per cent.) and Melbourne (54 per cent.) increased from 751 in 1901 to 1,135 in 1914, or by 51 per cent. This increase in the weighted average represents the accumulated results of increments of varying amount, in each of the years 1901–1914 without exception. These annual increments to rents were experienced in all the capital cities except Adelaide and Perth. Since 1916 rents have advanced in all the capital cities. The rent index-numbers for Perth for the years 1904–10 consistently followed a direction opposite to that taken by the same indices relating to the other cities, inasmuch as, instead of moving upward, they declined during each year, the aggregate result being a fall from 802 in 1903 to 667 in 1909, and, although they rose in 1910 to 696, they were even then below the level of 1903. This period of falling rents in Perth—in such striking contrast to the experience of all the other capital cities—was contemporaneous with a diminution almost to vanishing point of net immigration, which for many years had been considerable. A further factor in the arrest of the growth of population consisted in the reduction of public expenditure following upon the completion of large public works, while, at the same time, there was a falling-off in speculative ventures in gold-mining. Moreover, during this period there was a marked movement by residents of Perth to land settlement in the southern districts of the State.

A further striking feature in the movements of rents, as shewn by the weighted average index-numbers given in the foregoing table, is the decline registered in the years 1915–1917. This fall was probably, in some measure, due to the circumstance that wives and other dependents of soldiers, for social reasons, gave up their separate establishments and shared houses or apartments, thus reducing the demand for house accommodation. The Government regulations forbidding the increase of rents of houses tenanted by soldiers' dependents would, also, have a restraining influence on any tendency for rents to rise. It will be seen that in 1918 rents were again at the 1914 level, and that in 1919, 1920, and 1921 fairly substantial increases occurred.

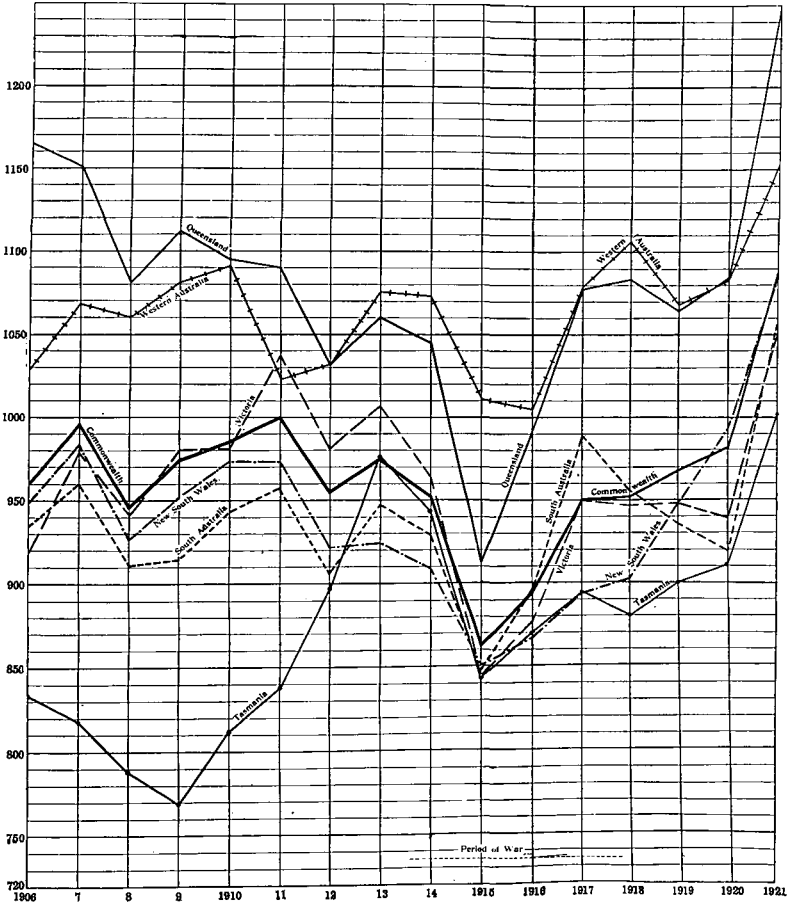
(iii) *Food, Groceries, and House Rent combined.* The weighted averages for all four groups are of importance, as indicating the general results of this investigation so far as the purchasing-power of money is concerned. The following table shews the

NOMINAL WAGE INDEX-NUMBERS IN EACH STATE AND COMMONWEALTH, 1906 TO 1921.



(See page 880.)

EFFECTIVE WAGE INDEX-NUMBERS IN EACH STATE AND COMMONWEALTH,
1906 TO 1921.



(See page 880.)

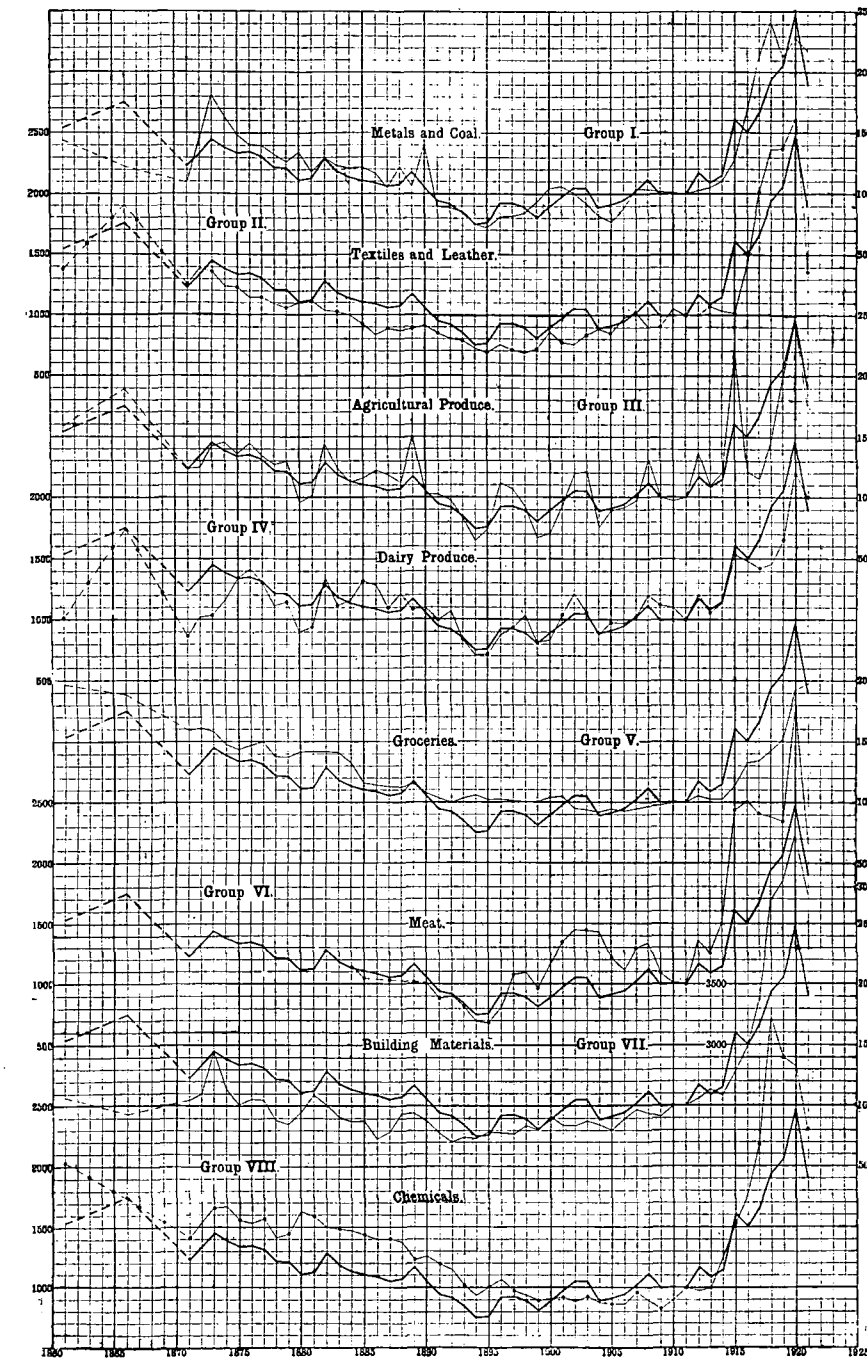


A.—Heavy Figures denote index-numbers for Food, Groceries, and Rent of 5-roomed Houses.
B.—Light figures denote index-numbers for Food and Groceries only.

	1913.		1914.		1915.		1918.		1919.		1920.		1921.		1915.		1918.		1919.		1920.		1921.		
	A	B	A	B	A	B	A	B	A	B	A	B	A	B	A	B	A	B	A	B	A	B	A	B	
1 SYDNEY	1,109	634	1,124	651	1,321	861	1,372	896	1,586	1,096	1,796	1,251	1,541	984	N. S. Wales—										
2 Newcastle	960	637	972	648	1,228	847	1,279	907	1,568	1,096	1,811	1,290	1,526	997	101 Adelaide ..	1,110	922	1,046	874	1,147	994	1,486	1,279	1,197	1,003
3 Broken Hill	1,116	768	849	773	1,192	1,013	1,298	954	1,526	1,185	1,800	1,458	1,334	992	102 Albury ..	1,174	868	1,281	888	1,456	1,027	1,759	1,253	1,474	978
4 Goulburn	974	629	1,035	667	1,271	854	1,287	903	1,467	1,079	1,738	1,306	1,444	970	103 Bega ..	1,137	873	1,150	879	1,339	1,065	1,612	1,277	1,355	1,040
5 Bathurst	892	583	909	608	1,102	825	1,112	858	1,314	1,020	1,638	1,306	1,387	905	104 Bourke ..	1,146	920	1,171	856	1,380	1,156	1,597	1,333	1,238	1,034
6 Armidale	875	601	945	618	1,048	807	1,083	923	1,335	1,041	1,724	1,348	1,226	1,099	105 Bowral ..	1,135	841	1,247	900	1,497	1,124	1,712	1,291	1,477	1,027
7 Dubbo	987	661	1,007	698	1,167	897	1,189	923	1,335	1,041	1,724	1,348	1,226	1,099	106 Casino ..	1,165	884	1,171	929	1,428	1,097	1,608	1,225	1,470	1,055
8 Cooma	861	638	975	662	1,221	962	1,195	898	1,451	1,136	1,718	1,383	1,463	1,067	107 Coonamble ..	1,202	883	1,339	988	1,538	1,155	1,763	1,370	1,429	1,017
9 Cootamundra	977	632	990	653	1,290	892	1,363	894	1,489	1,045	1,857	1,369	1,514	1,021	108 Corral ..	1,078	854	1,135	905	1,349	1,119	1,601	1,314	1,345	1,019
10 Deniliquin	838	606	943	675	1,199	924	1,190	904	1,343	1,020	1,645	1,318	1,325	966	109 Cowra ..	1,217	854	1,280	917	1,572	1,107	1,678	1,212	1,390	937
11 Grafton	919	632	922	654	1,181	913	1,254	935	1,398	1,086	1,640	1,300	1,410	1,037	110 Dubbo ..	1,190	887	1,278	898	1,488	1,073	1,819	1,322	1,509	1,012
12 Hay	918	688	989	740	1,277	1,006	1,200	889	1,406	1,068	1,895	1,339	1,431	1,033	111 Glen Innes ..	1,131	886	1,215	898	1,421	1,064	1,692	1,290	1,432	980
13 Lismore	981	695	1,042	723	1,213	860	1,353	938	1,535	1,120	1,684	1,250	1,326	1,076	112 Grenfell ..	1,101	859	1,246	895	1,392	1,041	1,587	1,187	1,341	929
14 Lithgow	915	623	938	625	1,227	894	1,263	912	1,459	1,090	1,676	1,275	1,410	1,008	113 Gunnedah ..	1,252	870	1,271	888	1,456	1,112	1,670	1,294	1,388	993
15 Moree	981	681	995	640	1,237	894	1,263	912	1,459	1,090	1,676	1,275	1,410	1,008	114 Inverell ..	1,201	841	1,312	955	1,570	1,178	1,714	1,323	1,418	1,010
16 Murrumbidgee	824	649	895	640	1,131	863	1,175	888	1,330	1,099	1,666	1,271	1,437	999	115 Junee ..	1,223	885	1,279	902	1,505	1,083	1,691	1,263	1,508	1,010
17 Queanbeyan	1,052	650	980	635	1,213	906	1,244	914	1,421	1,105	1,657	1,340	1,352	1,012	116 Katoomba ..	1,325	847	1,368	928	1,579	1,101	1,837	1,307	1,698	1,076
18 Tamworth	902	599	1,066	649	1,231	874	1,247	911	1,469	1,122	1,648	1,238	1,452	922	117 Kempsey ..	1,120	862	1,185	908	1,351	1,061	1,600	1,230	1,478	1,010
19 Wagga Wagga	967	584	949	670	1,172	834	1,315	875	1,464	1,018	1,628	1,204	1,402	956	118 Maitland ..	1,087	822	1,182	870	1,411	1,070	1,612	1,274	1,372	970
20 Yass	983	637	1,040	676	1,251	948	1,239	911	1,492	1,159	1,810	1,431	1,438	1,059	120 Moss Vale ..	1,258	869	1,251	901	1,516	1,076	1,829	1,318	1,521	994
21 West Wyalong	986	631	952	669	1,130	890	1,278	935	1,474	1,123	1,672	1,322	1,427	1,076	121 Narrabri ..	1,198	877	1,313	926	1,593	1,192	1,704	1,283	1,398	1,004
															VICTORIA—										
22 MELBOURNE	984	568	1,019	628	1,240	852	1,204	861	1,472	995	1,780	1,246	1,498	942	122 Nowra ..	1,080	856	1,172	917	1,514	1,119	1,710	1,327	1,423	1,040
23 Ballarat	787	566	845	636	1,084	874	1,051	842	1,203	979	1,547	1,265	1,245	947	123 Orange ..	1,210	834	1,219	888	1,440	1,065	1,639	1,221	1,368	960
24 Bendigo	815	573	873	641	1,068	843	1,090	826	1,207	935	1,527	1,207	1,274	939	124 Parkes ..	1,153	879	1,238	941	1,471	1,088	1,724	1,277	1,456	988
25 Geelong	872	579	943	639	1,145	849	1,122	821	1,340	984	1,601	1,200	1,388	960	125 Temora ..	1,262	911	1,272	924	1,475	1,070	1,742	1,327	1,476	1,029
26 Warrnambool	865	581	914	620	1,152	868	1,172	863	1,353	972	1,711	1,281	1,439	963	126 Wellington ..	1,197	859	1,233	920	1,455	1,105	1,610	1,229	1,368	1,011
27 Ararat	833	577	915	641	1,179	895	1,160	879	1,302	1,021	1,707	1,313	1,382	1,050	127 Wollongong ..	1,141	838	1,227	902	1,456	1,108	1,681	1,298	1,405	1,019
28 Bairnsdale	796	579	838	615	1,155	903	1,136	876	1,320	1,052	1,674	1,281	1,458	1,016	128 Young ..	1,180	874	1,243	911	1,447	1,090	1,651	1,255	1,345	983
29 Camperdown	786	572	915	625	1,101	818	1,148	865	1,300	975	1,596	1,219	1,382	952											
30 Castlemaine	868	547	911	636	1,137	863	1,128	863	1,288	1,008	1,608	1,292	1,318	973	129 Beechworth ..	1,059	893	1,017	851	1,176	955	1,541	1,294	1,223	949
31 Creswick	730	577	809	636	1,057	858	1,057	858	1,145	1,018	1,401	1,270	1,098	940	130 Benalla ..	1,153	879	1,142	855	1,308	977	1,579	1,244	1,383	973
32 Darford	779	500	817	638	1,073	885	1,060	853	1,222	1,026	1,534	1,291	1,288	982	131 Benalla ..	1,118	921	1,094	868	1,256	1,026	1,515	1,285	1,267	1,044
33 Echuca	811	607	857	672	1,061	876	1,069	862	1,208	985	1,624	1,305	1,323	988	132 Colac ..	1,161	856	1,213	879	1,322	1,013	1,690	1,291	1,555	997
34 Hamilton	871	594	926	636	1,275	924	1,160	860	1,314	970	1,645	1,252	1,441	1,018	133 Dunnolly ..	1,045	853	984	847	1,108	936	1,319	1,147	1,063	952
35 Horsham	849	534	988	670	1,202	921	1,189	890	1,386	1,016	1,727	1,312	1,573	1,020	134 Euroa ..	1,071	857	1,039	815	1,212	960	1,522	1,090	1,220	956
36 Korumburra	839	596	992	625	1,162	907	1,103	835	1,284	964	1,683	1,258	1,320	982	135 Maldon ..	998	875	993	853	1,099	959	1,385	1,232	1,098	942
37 Kyneeton	786	562	790	611	1,114	887	1,093	849	1,245	951	1,581	1,239	1,338	981	136 Omeo ..	1,158	1,005	1,086	920	1,258	1,092	1,586	1,369	1,235	1,097
38 Maryborough	745	573	808	628	1,025	844	1,040	855	1,205	988	1,558	1,247	1,362	991	137 Orbost ..	1,162	890	1,201	892	1,376	1,033	1,636	1,270	1,393	1,010
39 Mildura	1,056	608	988	636	1,272	887	1,356	1,068	1,356	1,068	1,708	1,302	1,392	991	138 St Armand ..	1,188	946	1,161	872	1,307	1,000	1,623	1,250	1,412	1,014
40 Moora	867	593	905	656	1,212	887	1,070	889	1,261	903	1,536	1,290	1,362	1,045	139 Shepparton ..	1,149	859	1,171	871	1,380	1,023	1,621	1,200	1,471	1,008
41 Portland	796	592	904	624	1,220	928	1,170	872	1,336	1,021	1,549	1,239	1,435	1,024	140 Stewall ..	1,186	942	1,136	878	1,326	1,042	1,672	1,337	1,382	1,034
42 Sale	784	551	874	634	1,070	824	1,085	836	1,259	970	1,600	1,237	1,294	942	141 Wandigong ..	1,081	954	1,041	939	1,157	1,030	1,422	1,294	1,191	1,063
43 Swan Hill	975	618	1,000	649	1,279	874	1,288	858	1,423	993	1,708	1,229	1,519	977	142 Wonthaggi ..	1,236	917	1,295	912	1,416	1,033	1,733	1,350	1,390	985
44 Walhalla	790	687	808	693	1,025	897	1,282	880	1,126	1,037	1,427	1,235	1,174	1,072	143 Yackandandah ..	1,038	873	1,074	854	1,190	970	1,571	1,303	1,294	1,026
45 Wangaratta	825	589	985	662	1,173	876	1,165	843	1,323	1,021	1,724	1,343	1,401	999											
46 Warracknabeal	810	555	877	647	1,082	814	1,082	804	1,266	955	1,561	1,211	1,325	968											
															QUEENSLAND—										
47 BRISBANE	878	583	919	627	1,166	878	1,205	901	1,441	1,091	1,510	1,140	1,342	975	144 Cloncurry ..	1,447	1,032	1,046	1,178	1,393	1,425	1,890	1,414	1,609	1,133
48 Toowoomba	840	603	898	646	1,119	894	1,192	931	1,350	1,073	1,413	1,089	1,245	913	145 Hamilton ..	1,279	896	1,480	949	1,622	1,162	1,858	1,148	1,430	977
49 Rockhampton	863	617	920	668	1,184	945	1,178	924	1,390	1,128	1,413	1,149	1,231	969	146 Mackay ..	1,227	895	1,334	971	1,535	1,155	1,665	1,287	1,519	1,073
50 Charters Towers	907	658	997	752	1,188	942	1,301	1,015	1,472	1,179	1,512	1,216	1,311	1,002	147 Roma ..	1,288	937	1,398	1,016	1,512	1,117	1,542	1,159	1,488	1,026
51 Warwick	822	590	863	635	1,077	863	1,175	922	1,355	1,034	1,454														

* Weighted average of 100 Towns.
† Weighted average of 150 Towns.
‡ Not available.
NOTE.—Corresponding Index-Numbers for the intervening years are given in Labour Report No. 10.

MELBOURNE WHOLESALE PRICE INDEX-NUMBERS, 1861 TO 1921.



EXPLANATORY NOTE.—The scale for each of the graphs for groups 1, 3, 5, and 7 is shown by the figures on the right of the diagram, that for the graphs for groups 2, 4, 6 and 8, on the left of the diagram, the line marked 1000 shewing the base line (for the year 1911) in each case. The heavy line in each graph represents the index-numbers for all groups combined, the light line (dotted thus . in the case of the even groups) indicating in each instance the index-numbers for the separate group. (See page 911.)

index-numbers for groceries, food, and house rent for each metropolitan town, the weighted average cost for the six capital towns in 1911 being taken as base (=1,000) :—

PURCHASING-POWER OF MONEY IN METROPOLITAN TOWNS.—PRICE INDEX-NUMBERS(a) SHEWING WEIGHTED AVERAGE RESULTS FOR ALL GROUPS (GROCERIES, DAIRY PRODUCE, MEAT, AND HOUSE RENT), 1901 TO 1921.

Town	1901.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Sydney ..	893	1,031	1,148	1,178	1,206	1,323	1,394	1,406	1,427	1,580	1,847	1,724
Melbourne ..	870	950	1,055	1,051	1,105	1,277	1,309	1,294	1,349	1,481	1,788	1,737
Brisbane ..	769	915	979	969	997	1,162	1,188	1,181	1,232	1,442	1,645	1,511
Adelaide ..	864	1,058	1,157	1,121	1,143	1,259	1,285	1,245	1,335	1,468	1,756	1,653
Perth ..	1,027	1,126	1,154	1,128	1,143	1,222	1,266	1,246	1,239	1,420	1,617	1,609
Hobart ..	869	954	1,042	1,050	1,090	1,233	1,278	1,301	1,356	1,496	1,837	1,785
Weighted Average(b) ..	880	1,000	1,101	1,104	1,140	1,278	1,324	1,318	1,362	1,510	1,785	1,697

(a) As the price index-number increases, the purchasing-power of money diminishes.

(b) For all capital towns.

NOTE.—The above figures are directly comparable in every respect.

From this table, which presents the index-numbers for the combined results from food and groceries and rents, it will be seen that, on the basis of the weighted average for the six capital cities, the decline (alluded to in (i) of this sub-section) in the prices of food and groceries during 1913 was more than counterbalanced by the rise in house rents. This, however, was not the case with regard to Melbourne, Brisbane, or Perth, for each of which the combined index shews a decline. Adelaide, alone, shewed a decrease in house rents in 1913, consequently the decline in the combined index-number for that city was the most marked. In 1917 the fall in the prices of food and groceries was sufficient to outweigh the increase in house rents and so effect a slight decrease in the combined index-number. As in 1913, the net effect in Sydney and in Hobart did not conform to the experience indicated by the weighted average. In 1918 the upward movement was experienced in all the cities except Perth, while in 1919 and 1920 it was general throughout. In 1921, there was a fall in the prices of food and groceries in all the capital cities.

The abnormal movements of the prices of food and groceries and of house rents during the war years present features of particular interest. It will be seen that, on the basis of the weighted averages, prices of food and groceries rose in 1915 by about 24 per cent. over 1914, and continued on a somewhat higher level, whereas the weighted average for house rents fell in 1915 by 4.8 per cent., and remained below the 1913 level until 1918. The combination of house rents with prices of food and groceries has had the effect of very materially modifying the index of prices, or, in other words, the purchasing-power of money, as compared with the similar index based on food and groceries only. In 1918, 1919, and 1920 there were increases in both prices of food and groceries and house rents, the combined results for 1920 being an increase of 18.2 per cent. over 1919, 56.6 per cent. over 1914, and 78.5 per cent. over 1911. The increase in the purchasing-power of money index-number between 1920 and 1914 has varied between the capital cities from 41 per cent. in Perth to 69 per cent. in Hobart, while between 1920 and 1911 it has varied between 44 per cent. in Perth and 93 per cent. in Hobart. It will be seen that the decrease in cost in 1921 was very slight in Perth compared with the decrease in the remaining cities.

5. Variation in Purchasing-Power of Money, 1901 to 1921.—The tables in sub-section 4 give the relative cost in the six capital towns of food, groceries, and house rent from 1901 to 1921 in the form of index-numbers. The figures have been converted into a monetary basis in the next table, and shew the sums which would have to be paid in each town and in each year in order to purchase such relative quantities (indicated by the mass-units) of the several commodities, and to pay such sums for house rent as would in the aggregate cost £1, according to the weighted average prices and rents in the six capital towns in 1911.

CHANGES IN PURCHASING-POWER OF MONEY (FOOD, GROCERIES, AND HOUSE RENT), 1901-21.

Year.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Towns.
	<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>
1901	17 10	17 5	15 5	17 3	20 6	17 5	17 7
1906	18 8	17 7	15 7	17 10	20 5	18 0	18 0
1911	20 7	19 0	18 4	21 2	22 6	19 1	20 0a
1913	23 7	21 0	19 5	22 5	22 6	21 1	22 1
1914	24 1	22 1	19 11	22 10	22 10	21 10	22 10
1915	26 6	25 6	23 3	25 2	24 5	24 8	25 7
1916	27 10	26 2	23 9	25 8	25 4	25 7	26 6
1917	28 1	25 11	23 7	24 11	24 11	26 0	26 4
1918	28 6	27 0	25 1	26 8	24 9	27 1	27 3
1919	31 7	29 7	28 10	29 4	28 5	29 11	30 2
1920	36 11	35 9	32 11	35 1	32 4	36 9	35 8
1921	34 6	34 10	31 3	33 1	32 2	35 8	33 11

(a) Basis of Table.

(i) *Groceries and Food only.* The following table has been computed in the same manner as that indicated above, but relates to *groceries and food* (46 items) *only*. The average expenditure for the six capital towns in 1911 has again been taken as the basis of the table (=20 shillings) and the figures are, of course, comparable throughout.

CHANGES IN PURCHASING-POWER OF MONEY.—GROCERIES AND FOOD, 1901-21.

Year.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Towns.
	<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>
1901	18 4	19 4	19 4	20 7	23 8	20 3	19 4
1906	19 3	18 11	19 2	19 8	24 9	20 11	19 7
1911	19 9	18 8	20 4	20 5	26 11	21 2	20 0a
1913	22 8	20 6	20 10	22 5	25 4	23 3	21 11
1914	23 1	21 10	21 7	24 4	26 0	24 3	22 11
1915	27 11	28 3	27 6	29 9	29 8	28 11	28 4
1916	30 5	29 3	28 6	30 8	30 10	30 5	29 11
1917	30 10	28 3	28 2	28 11	30 1	30 11	29 5
1918	31 0	29 4	29 11	31 1	29 9	32 8	30 3
1919	35 8	32 5	35 3	34 5	35 5	35 0	34 4
1920	43 0	41 1	41 1	42 8	41 0	43 3	42 0
1921	38 0	38 0	36 3	38 1	40 0	40 6	38 0

(a) Basis of Table.

(ii) *House Rent only.* The following table gives similar particulars for *house rent only*, the average for the six capital towns in 1911 being again taken as the basis of the table (=20 shillings):—

CHANGES IN PURCHASING-POWER OF MONEY.—HOUSE RENT, 1901-21.

Year.	Sydney.	Melbourne.	Brisbane.	Adelaide.	Perth.	Hobart.	Weighted Average of 6 Capital Towns.
	<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>
1901	17 3	14 8	9 9	12 7	16 0	13 4	15 1
1906	17 11	15 8	10 6	15 3	14 4	13 9	15 11
1911	21 10	19 5	15 4	22 3	16 3	16 1	20 0a
1913	24 11	21 10	17 3	22 6	18 7	17 10	22 4
1914	25 7	22 6	17 8	20 10	18 3	18 3	22 8
1915	24 5	21 8	17 2	18 8	17 0	18 7	21 7
1916	24 3	21 9	17 0	18 7	17 4	18 7	21 7
1917	24 3	22 6	17 5	19 2	17 5	19 0	22 0
1918	25 0	23 7	18 1	20 5	17 8	19 1	22 10
1919	25 9	25 8	19 8	22 2	18 4	22 8	24 4
1920	28 4	28 1	21 3	24 4	19 11	27 5	26 8
1921	29 6	30 0	21 7	25 9	21 0	28 10	28 1

(a) Basis of Table.

6. Relative Cost of Food, Groceries, and House Rent in Different Towns, 1921.—The index-numbers given in the preceding paragraphs shew *changes in the cost of food, groceries, and house rent separately for each capital town during the years 1901 to 1921.* The figures given in the table below shew *the relative cost of food and groceries, and of house rent in 1921 in the thirty towns* for which particulars are now collected. The weighted aggregate expenditure for the six capital towns for the year 1911 has been taken as base and made equal to 1,000, hence the columns are comparable both horizontally and vertically.

INDEX-NUMBERS, SHEWING RELATIVE COST IN THIRTY TOWNS, OF FOOD AND GROCERIES AND HOUSE RENT COMPARED WITH WEIGHTED AVERAGE EXPENDITURE THEREON IN THE SIX CAPITAL TOWNS IN 1911 AS BASE (=1,000), YEAR 1921.

Town.	Groceries and Food.	HOUSE RENT.				GROCERIES, FOOD AND RENT, INCLUDING HOUSES HAVING—			
		Four-roomed Houses only.	Five-roomed Houses only.	Six-roomed Houses only.	All Houses Weight'd Average.	Four Rooms.	Five Rooms.	Six Rooms.	All Houses Weight'd Average.
NEW SOUTH WALES—									
Sydney ..	1,118	485	568	663	606	1,603	1,686	1,781	1,724
Newcastle ..	1,140	380	546	686	529	1,520	1,686	1,826	1,669
Broken Hill (a) ..	1,254	282	352	438	300	1,536	1,606	1,692	1,554
Goulburn ..	1,132	372	489	655	562	1,504	1,621	1,787	1,694
Bathurst ..	1,110	247	342	461	383	1,357	1,452	1,571	1,493
Weighted Average ..	1,126	463	553	653	583	1,589	1,679	1,779	1,709
VICTORIA—									
Melbourne ..	1,120	434	553	713	617	1,554	1,673	1,833	1,737
Ballarat ..	1,126	201	306	413	376	1,327	1,432	1,539	1,502
Bendigo ..	1,107	262	340	467	385	1,369	1,447	1,574	1,492
Geelong ..	1,138	332	430	550	474	1,470	1,568	1,688	1,612
Warrnambool ..	1,131	334	472	548	473	1,465	1,603	1,679	1,604
Weighted Average ..	1,120	401	516	667	578	1,521	1,636	1,787	1,698
QUEENSLAND—									
Brisbane ..	1,068	291	378	490	443	1,359	1,446	1,558	1,511
Toowoomba ..	1,010	257	341	447	422	1,267	1,351	1,457	1,432
Rockhampton ..	1,080	225	271	369	344	1,305	1,351	1,449	1,424
Charters Towers ..	1,120	248	308	390	303	1,368	1,428	1,510	1,423
Warwick ..	1,071	266	343	424	397	1,337	1,414	1,495	1,468
Weighted Average ..	1,068	276	356	463	418	1,344	1,424	1,531	1,486
SOUTH AUSTRALIA—									
Adelaide ..	1,123	384	530	650	530	1,507	1,653	1,773	1,653
Moonta, etc. ..	1,127	255	342	451	349	1,382	1,469	1,578	1,476
Port Pirie (a) ..	1,155	324	404	482	370	1,479	1,559	1,637	1,525
Mt. Gambier ..	1,109	226	287	380	309	1,335	1,396	1,489	1,418
Peterborough ..	1,151	293	392	448	385	1,444	1,543	1,599	1,536
Weighted Average ..	1,124	369	505	621	504	1,493	1,629	1,745	1,628
WESTERN AUSTRALIA—									
Perth, etc. ..	1,175	373	464	564	434	1,548	1,639	1,739	1,609
Kalgoorlie, etc. ..	1,300	355	431	500	347	1,655	1,731	1,800	1,647
Mid. Junction, etc. ..	1,200	283	393	505	361	1,483	1,593	1,705	1,561
Bunbury ..	1,195	312	373	410	292	1,507	1,568	1,605	1,487
Geraldton ..	1,188	387	474	592	408	1,575	1,662	1,780	1,596
Weighted Average ..	1,203	364	561	544	408	1,567	1,654	1,747	1,611
TASMANIA—									
Hobart ..	1,193	448	553	653	592	1,641	1,746	1,846	1,785
Launceston ..	1,139	321	460	432	473	1,460	1,599	1,571	1,612
Zeehan ..	1,257	176	227	273	167	1,433	1,484	1,530	1,424
Beaconsfield ..	1,136	61	89	103	83	1,197	1,225	1,239	1,219
Queenstown ..	1,212	263	342	369	256	1,475	1,554	1,581	1,468
Weighted Average ..	1,178	368	476	525	403	1,546	1,654	1,703	1,671
Commonwealth									
Weighted Average, 30 Towns ..	1,126	403	506	624	542	1,529	1,632	1,750	1,668

(a) See remarks on page 48 of Labour Report No. 12, with reference to house rents.

A table shewing the retail price index-numbers (food and groceries) for each of the thirty towns for various months in the year since July, 1914, appeared in previous issues, but consideration of space precludes its repetition in the present issue. This table is, however, given in Labour Report No. 11, issued by this Bureau.

§ 11. Investigation into Purchasing-Power of Money in 150 Towns in Commonwealth.

1. **Introduction.**—In the earlier investigations with regard to the variations in the purchasing-power of money, inquiries were restricted to the 30 towns mentioned in the preceding table. To provide a wider field of observation, investigations were extended in November, 1913, to 100 towns, and in November, 1915, to 150 towns. The index-numbers for these 150 towns are computed from the retail prices ruling in November of each year.

2. **Map shewing the relative Purchasing-Power of Money in various Localities.**—The index-numbers for each of the 150 towns referred to in the preceding paragraph are tabulated on the inset on page 903, and are accompanied by a map of Australia. The position of any town may be located on the map by the reference numbers printed on the left-hand margin of the table. The weighted average cost for the 100 towns in 1913 has been taken as the base, and the index-numbers are comparable throughout. Separate index-numbers are given for food, groceries, and rent of five-roomed houses (Column headed "A"), and for food and groceries only (Column headed "B").

§ 12. Variations in the Cost of Food, Groceries, Rent, Clothing and Miscellaneous Expenditure.

1. **Introduction.**—The index-numbers in the preceding paragraphs of this Section shew the variations in the cost of food, groceries, and house rent. The expenditure on these items covers approximately 60 per cent. of the total expenditure of the ordinary household. The balance is expended on clothing, boots, fuel, light, and such miscellaneous items as renewals of furniture, furnishings, drapery, crockery, lodge dues, trade union dues, recreation, newspapers, etc. The Royal Commission on the Basic Wage recommended in its Report that some method should be adopted to ascertain from time to time the rise and fall in the purchasing-power of money in its relation to the total household expenditure. The Government adopted the recommendation, and the duty of carrying it out was entrusted to this Bureau. As the result of investigations and enquiry as to the methods followed in other countries, the methods hereafter described have been adopted for the purpose of measuring variations in the cost of the whole household expenditure.

2. **Methods Adopted.**—The Commission was concerned principally with the ascertainment of variations in the cost of the regimen which its members adopted, and which is described in the Indicator Lists published in the Report. It is clear, however, that to confine the investigations by this Bureau in the way suggested by the Commission, would be to limit their usefulness. It has therefore been decided to apply to the extended investigation the method of index-numbers already used in the investigations into variations in the cost of food, groceries, and rent. The index-numbers may be used to determine accurately 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 as outlined by the Commission, as well as for the determination of variations in any standard fixed by previous investigators or which may be fixed in the future.

After careful investigation it has been decided to adopt for food, groceries, and house rent the commodities, method, and weighting already in use for the investigations which have been and are being made by this Bureau. The commodities and quantities adopted for food and groceries conform very closely to those given in the Indicator Lists of the Commission. With regard to rent, the Commission adopted a certain type of five-roomed house as its standard for determining the amount allowed for house rent. The investigations made by this Bureau, while not confined to any particular type but to the Predominant House Rent, can with safety be used to shew variations in the rent being paid for the type of house described by the Commission.

The investigations of this Bureau have advisedly hitherto been confined to food, groceries, and house rent,* and it has been necessary, therefore, to make investigations into the cost of clothing and miscellaneous expenditure. With regard to clothing, the Basic Wage Commission collected a great deal of information as to prices and life of articles, and these have been utilised in computing the index-numbers given in the following tables. Forms have been sent out to retailers on which the prices of the articles at November, 1920, were given. These prices, so far as the capital cities are concerned (being in general the prices quoted by the firms to whom the forms were sent), are the predominant prices, i.e., the price of the grade of the articles which is most in demand. The retailers were asked to quote for November, 1921, and for May, 1922, the prices of the same articles. In order to ascertain the change in expenditure, the quantities and life as given in the Indicator Lists of the Basic Wage Commission have been used for "weighting" purposes, in order to arrive at a weekly expenditure for clothing. This weekly expenditure is then multiplied by weights in the same manner as is the weekly expenditure on rent, in order to arrive at an aggregate expenditure comparable with the aggregate expenditure on food and groceries and on rent.

With regard to Miscellaneous Expenditure, which covers a very wide field, inquiries have been made as to variations in cost of fuel and light, household utensils, drapery, crockery, etc., and also with regard to other items included in the Indicator Lists for Miscellaneous Expenditure, and the aggregate expenditure on these items has been computed in the same manner as that for clothing.

The item Groceries (not Food) has been omitted from Miscellaneous Expenditure, though it was so described by the Commission, as the index-numbers already published by this Bureau cover the items allowed for in this amount, such as soap, starch, blue, etc.

3. Base Period.—For the purpose of making comparisons, it is necessary to fix some period as the base period with which all other periods are compared. In the case of index-numbers for food, groceries, and rent, already published, the base period is the year 1911. For the new index-numbers, covering all the items of household expenditure, November, 1914, has been adopted. This has been necessary because of the difficulty of securing information with regard to prices of clothing and miscellaneous items for years prior to 1914. While the index-numbers for 1914 in the following tables relate to the month of November, it may be accepted as typical of immediately pre-war conditions. As in the case of the base period, 1911, the weighted average cost of the six capital cities has been taken, and the aggregate expenditure in November, 1914, made equal to 1,000.

4. Variations in Cost in the Metropolitan Towns.†—The following table shews, by means of index-numbers, the variations in the cost of the commodities and services included in the investigation. The cost in November, 1914, in the six capital cities considered as a whole has been taken as the basis of the table and made equivalent to 1,000. The index-numbers are comparable and shew the variations not only in each town from period to period but also as between the various towns at any given period. Thus it may be seen that the increase in cost in the six capital cities from November, 1914, was greatest in November, 1920, and amounted to 66.5 per cent. The increase

* See pages 22-25 of Labour Report No. 12.

† In Labour Report No. 12, p. 73, index-numbers are given shewing the relative cost for November, 1921, and May, 1922, in 30 of the principal towns of the Commonwealth.

in May, 1922, compared with November, 1914, was 42.0 per cent. Again the table shews that in May, 1922, the cost of the commodities and services included was greatest in Hobart (1,515) and least in Brisbane (1,270).

TOTAL HOUSEHOLD EXPENDITURE—(FOOD, GROCERIES, RENT, CLOTHING AND OTHER MISCELLANEOUS EXPENDITURE COMBINED). INDEX-NUMBERS FOR THE METROPOLITAN TOWNS WITH WEIGHTED AVERAGE COST IN THE SIX CAPITAL CITIES IN NOVEMBER, 1914, AS BASE (= 1,000).

Towns.	November.								May, 1922.
	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.	
Sydney	1,037	1,159	1,187	1,266	1,328	1,505	1,681	1,477	1,438
Melbourne	986	1,117	1,124	1,194	1,294	1,437	1,704	1,475	1,435
Brisbane	898	1,046	1,016	1,114	1,222	1,408	1,511	1,330	1,270
Adelaide	997	1,114	1,140	1,186	1,265	1,447	1,657	1,411	1,427
Perth	1,001	1,059	1,123	1,166	1,238	1,404	1,552	1,409	1,380
Hobart	997	1,110	1,121	1,253	1,311	1,489	1,724	1,536	1,515
Weighted Average*	1,000†	1,123	1,140	1,213	1,295	1,461	1,665	1,454	1,420

* For all capital towns.

† Basis of the table.

§ 13. Wholesale Prices.

1. **General.**—The results of an investigation into wholesale prices in Melbourne from 1871 to the end of September, 1912, were given in some detail in Report No. 1 of the Labour and Industrial Branch. Summarized results for later years are included in later Reports of the same Branch.

The index-numbers up to the year 1911 are based on the prices of eighty commodities, but since that year the number has been increased to ninety-two.* The methods followed for the computation of the wholesale price index-numbers are the same as those adopted in regard to retail prices. The commodities included, the units of measurement, for which the prices are taken, and the mass-units, indicating the relative extent to which each commodity is used or consumed, are shewn in a tabular statement in Labour Report No. 11 (page 68).

2. **Index-Numbers and Graphs.**—Index-numbers have been computed for each group of commodities, as well as for all groups together. The index-numbers for the several groups, and for all groups together, are shewn in the following table.

(i) *Table of Index-Numbers.* The index-numbers have in each case been computed with the prices in the year 1911 as base. They shew, for each of the years specified, the expenditure necessary, if distributed in purchasing the relative quantities (indicated by the mass-units) of the several commodities concerned, to purchase what would have cost £1,000 in 1911. Thus, in the last column it may be seen that the cost of the relative quantities of the various commodities was 1,229 in 1871, and 974 in 1901, as compared with 1,000 in 1911, 1,934 in 1918, 2,055 in 1919, and 2,480 in 1920. In other words, prices were lower in 1911 than in either 1871, 1914, 1918, or 1920, and the purchasing-power of money in 1911 was, accordingly, greater. Again, prices were lower in 1901 than in 1911, and the purchasing-power of money in the former year was, therefore, greater.

* In the computation of the index-numbers for years prior to 1911, the aggregate expenditure on 80 commodities in 1911 is taken as base (= 1,000), while for later years the aggregate expenditure on 92 commodities is taken.

**MELBOURNE WHOLESALE PRICES, INDEX-NUMBERS, 1861 TO 1921,
COMPUTED TO YEAR 1911 AS BASE.**

Year.	I. Metals and Coal.	II. Jute, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Mate- rials.	VIII. Chemicals.	All com- modities together.
1861 ..	1,438	1,881	1,583	1,008	1,963	..	1,070	2,030	1,538
1871 ..	1,096	1,257	1,236	864	1,586	..	1,044	1,409	1,229
1881 ..	1,178	1,115	1,012	935	1,421	..	1,091	1,587	1,121
1891 ..	895	847	1,024	995	1,032	888	780	1,194	945
1901 ..	1,061	774	928	1,029	1,048	1,345	841	917	974
1902 ..	1,007	756	1,193	1,215	945	1,447	837	881	1,051
1903 ..	923	834	1,209	1,059	936	1,443	875	921	1,049
1904 ..	821	885	754	876	916	1,427	845	875	890
1905 ..	772	850	894	980	942	1,209	801	859	910
1906 ..	882	978	916	972	923	1,110	896	864	945
1907 ..	1,037	1,017	973	1,020	948	1,294	968	961	1,021
1908 ..	1,033	901	1,312	1,198	968	1,335	935	891	1,115
1909 ..	1,014	907	1,000	1,119	978	1,088	911	815	993
1910 ..	1,004	1,052	969	1,100	999	1,008	996	898	1,003
1911 ..	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
1912 ..	1,021	991	1,370	1,206	1,052	1,357	1,057	978	1,170
1913 ..	1,046	1,070	1,097	1,054	1,024	1,252	1,128	995	1,088
1914 ..	1,099	1,032	1,207	1,137	1,021	1,507	1,081	1,253	1,149
1915 ..	1,234	1,017	2,162	1,530	1,133	2,435	1,275	1,528	1,604
1916 ..	1,695	1,423	1,208	1,485	1,322	2,515	1,491	1,760	1,504
1917 ..	2,129	2,008	1,157	1,423	1,343	2,403	1,884	2,171	1,662
1918 ..	2,416	2,360	1,444	1,454	1,422	2,385	2,686	3,225	1,934
1919 ..	2,125	2,363	1,985	1,651	1,516	2,348	2,831	2,898	2,055
1920 ..	2,298	2,624	2,439	2,209	1,918	3,279	3,226	2,825	2,480
1921 ..	2,173	1,362	1,767	2,000	1,976	2,158	2,733	2,303	1,903

NOTE.—The figures given in this table are comparable in the vertical columns, but are not directly comparable horizontally. The index-numbers are reversible.

(ii) *Graphs.* The index-numbers are shown for each group and for all groups combined in the graphs on page 904. The heavy line, repeated on each graph, represents the index-numbers for the weighted average for all groups, and is shown so that comparison may be made between the price levels for all commodities and those for the commodities comprised in each group separately. The index-numbers for the individual groups are represented by the light lines. The broken lines at the commencement of each graph show the index-numbers for the separate years 1861 and 1866, the continuous records commencing with the year 1871. The actual index-numbers for the whole period were given in Report No. 1.

3. *Seasonal Fluctuations and Tables of Prices.*—Information as to seasonal fluctuations in wholesale prices was given in Report No. 2 (page 64), and tables of prices of each commodity are given in Appendixes to the Reports of the Labour and Industrial Branch of this Bureau.

4. *Fluctuations in Wholesale Prices, July, 1914, to July, 1922.*—Since the outbreak of war, prices of many commodities have increased considerably. This is shown in the following table in which the index-numbers are given for each group for the month of July, 1922, taking July, 1914, the last month before the outbreak of war, as base (=1,000) for each group:—

**MELBOURNE WHOLESALE PRICES.—VARIATIONS BETWEEN JULY, 1914,
AND JULY, 1922.**

Particulars.	I. Metals and Coal.	II. Jute, Leather, etc.	III. Agri- cultural Produce, etc.	IV. Dairy Produce.	V. Gro- ceries.	VI. Meat.	VII. Building Mate- rials.	VIII. Chemicals.	All Groups.
July, 1914	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
July, 1921	1,945	1,107	1,579	1,655	1,881	1,191	2,377	2,198	1,589
July, 1922	1,764	1,555	1,532	1,564	1,810	1,185	1,681	1,991	1,566

§ 14. Control of Trade and Prices.

1. **General.**—Shortly after the outbreak of war, a conference of Federal and State Ministers met to discuss the financial position and other matters, and it was decided that for the purpose of controlling the prices of foodstuffs, each State should introduce *uniform* legislation, since it was obvious that this was necessary in view of all the circumstances. Particulars of the various Acts passed by the State Governments were given in Labour Bulletin No. 6, September, 1914, pages 132–147. The same publication shews that there was great diversity in regard to the operations of the various authorities created in the different States.

As a further outcome of this conference, in addition to the various State Boards and Commissions, a Federal Royal Commission, consisting of the Hon. Alfred Deakin (chairman), the Hon. Dugald Thomson, formerly Minister for Home Affairs, and Mr. G. H. Knibbs, C.M.G., Commonwealth Statistician, was appointed to collect information and report upon such matters as the supply of foodstuffs and other necessities required by and available for Australia during the war and cognate matters. This Commission ceased to exercise its functions after the 30th October, 1914.

2. **Federal Control of Prices.**—In March, 1916, the Federal Government created a Prices Adjustment Board with authority to fix the prices of flour, bread, bran, and pollard. The Board fixed the prices of flour, bran, and pollard in every milling centre in Australia. Prices of bread were fixed in upwards of 1,000 separate towns, after investigations had been made as to the cost of manufacture, distribution, etc. An important judgment of the High Court, as to the powers of Government to fix prices, was obtained as the result of the conviction of a Melbourne suburban baker, by the local magistrate, for selling bread at a higher rate than that fixed by the Prices Adjustment Board. This conviction was appealed against, but the High Court, by a majority decision, affirmed that in matters affecting the safety of Australia the Government, under the War Precautions Act, had plenary powers, and that the decision as to what is necessary rests with the Executive and not with the judicial authority. After this judgment, the scope of the investigations and activities of the Prices Adjustment Board were considerably enlarged, and an exhaustive list of commodities was declared to be “necessary commodities.” Later, a Commissioner was appointed in each State to make investigations, and to make recommendations to the Minister as to the necessity for fixing maximum selling prices of various commodities.

Shortly after the appointment of these Commissioners, the members of the Prices Adjustment Board resigned in a body, and the control of prices was placed in the hands of a Minister acting upon the recommendations of State Commissioners. The Commissioner for Victoria acted also as Chief Prices Commissioner. Prices were fixed, by regulations under the War Precautions Act, for a large number of commodities. In May, 1919, the Commonwealth Government released from the control of the Prices Commissioners many articles in which trade had been regulated during the war.

In July, 1919, control ceased of all but a few commodities, the more important of which were butter, cheese, and flour. In August, 1920, the Commonwealth organization for the fixing of prices was abolished. Prices, however, of necessary commodities were not permitted to remain uncontrolled except in Tasmania. In New South Wales, Queensland, and South Australia price fixing was resumed under the authority of Acts already in existence, while in Victoria and Western Australia necessary legislation was passed to enable the Governments of these States to deal with the subject.

The following statement shews the Acts which have been passed, and the Bills introduced by the Governments of the various States for the purpose of controlling prices :—

New South Wales.—In New South Wales, control of prices was resumed in July, 1919, under authority of the "Necessary Commodities Control Act, 1914." In January, 1920, this Act was superseded by the "Necessary Commodities Control Act, 1919," and in December, 1920, by the "Profiteering Prevention Act, 1920," which is still in force.

Victoria.—In Victoria, an Act entitled the "Necessary Commodities Control Act, 1919," was passed. Under authority of this Act a "Fair Profits Commission," consisting of three members, was appointed for the purpose of regulating prices of necessary commodities in Victoria. This Act was repealed in 1920 and the Commission disbanded, thus bringing to an end all State control of prices.

Queensland.—Queensland resumed control of prices in December, 1919, under authority of "The Control of Trade Act, 1914." In March, 1920, this Act was superseded by "The Profiteering Prevention Act, 1920," under which a "Commissioner of Prices" was appointed to control prices in Queensland.

South Australia.—State control was resumed in August, 1919, under authority of the "Prices Regulation Act, 1914." In November, 1919, this Act was superseded by the "Prices Regulation Act, 1919," under which a "Prices Regulation Commission," consisting of three members, was appointed to control prices in South Australia. This Act was repealed in September, 1921, and consequently all control of prices ceased.

Western Australia.—In Western Australia, State control of prices was not resumed until December, 1919, when an Act, entitled "The Prices Regulation Act, 1919," was passed. Under this Act three Commissioners were appointed for the control of prices in Western Australia. In 1920 the "Prices Regulation Act, and Continuance Act, 1920" was passed, and is still in force.

Tasmania.—In Tasmania, a "Necessary Commodities Control Bill, 1919," was introduced, but was not passed.

3. *Control of House Rents.*—No attempt was made by the Commonwealth Government to control rents generally, but War Precautions Regulations afforded special protection to persons connected with the Defence Forces against increases in rent. During the war the Inter-State Commission conducted an investigation into Housing Accommodation and Rents. Fair Rents Courts are in operation in New South Wales, under the "Fair Rents Act, 1915," and in Queensland under "The Fair Rents Act, 1920." Recently a "Fair Rents Bill" was introduced in Tasmania, but at the time of writing had not become law. In the other States no legislative regulation of house rents is in force.