

## CHAPTER XII.—OPERATIONS UNDER ARBITRATION AND WAGES BOARD ACTS.

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

These particulars have from time to time been revised, and reviews to the end of approximately quarterly periods have been published in the periodical Labour Bulletins and Quarterly Summaries to the 31st December, 1922.

2. **Awards and Determinations Made and Industrial Agreements Filed.**—The following tabular statement gives particulars of the number of awards and determinations made and industrial agreements filed, excluding variations, in each State and under the Commonwealth Statutes during each quarter of the years 1921 and 1922.†

**Awards and Determinations Made and Industrial Agreements Filed in each Quarter of the Years 1921 and 1922.**

State.	1st Quarter.		2nd Quarter		3rd Quarter		4th Quarter.		Whole 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.
1921.										
N.S. Wales . . . . .	16	12	24	6	19	14	40	8	99	40
Victoria . . . . .	27	..	49	..	18	..	12	..	106	..
Queensland . . . . .	25	4	28	5	20	8	3	..	76	16
S. Australia . . . . .	5	..	..	..	27	2	30	23	70	23
W. Australia . . . . .	..	13	..	11	2	9	3	7	7	40
Tasmania . . . . .	1	..	10	..	5	3	4	..	20	3
Commonwealth Court	3	26	21	14	1	258*	9	17	34	315
Com. Pub. Ser. Arbitrator	..	..	1	..	2	..	7	..	10	..
<b>TOTAL</b> . . . . .	<b>77</b>	<b>57</b>	<b>143</b>	<b>30</b>	<b>94</b>	<b>294</b>	<b>108</b>	<b>55</b>	<b>422</b>	<b>442</b>
1922										
N.S. Wales . . . . .	9	10	11	4	26	8	23	14	69	36
Victoria . . . . .	6	..	13	..	10	..	7	..	36	..
Queensland . . . . .	37	1	19	7	13	5	2	2	71	15
S. Australia . . . . .	17	1	9	1	8	2	6	1	40	5
W. Australia . . . . .	..	3	10	2	..	2	6	3	18	10
Tasmania . . . . .	7	..	3	1	2	2	3	..	15	3
Commonwealth Court	7	10	5	3	1	2	20	19	42	34
Com. Pub. Ser. Arbitrator	1	..	4	..	1	..	..	..	6	..
<b>TOTAL</b> . . . . .	<b>84</b>	<b>25</b>	<b>74</b>	<b>18</b>	<b>61</b>	<b>21</b>	<b>70</b>	<b>39</b>	<b>295</b>	<b>103</b>

\* Including 128 separate agreements (Australian Insurance Staffs' Federation and 115 (Australian Journalists' Association).

\* Information as to the main provisions of the various Acts in force may be found in the Official Year Book No. 14, pages 910 to 913

† Corresponding figures for the years 1914 to 1920, were published in Labour Reports, Nos. 9, p. 108., and 12, p. 112.

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. The number of awards and determinations made by Commonwealth and State tribunals throughout Australia during 1914 was 208, and the number of industrial agreements filed totalled 130. The restrictions were most effective in New South Wales, Victoria, and Queensland during the fourth quarter of 1914 and the first quarter of 1915. During the second quarter of 1915 the restrictions referred to 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 the number of awards and determinations made by industrial tribunals exceeded those made during any similar period of the two years. The total number of awards and determinations made during the year 1915 was 274, while industrial agreements numbering 243 were filed.

Industrial tribunals were active during the years 1916 to 1921, due mainly to applications for review of existing awards and determinations, owing to the fluctuation in the cost of living. During this period, also, awards were made for many industries and callings not previously subject to industrial award or agreement. This feature was most noticeable in Queensland, New South Wales, and South Australia, where arbitration was extended to Government employees.

During 1922 the total number of awards (295) made by industrial tribunals was much less than in 1921, when 422 awards were made. This feature was common to all tribunals, with two exceptions—the Western Australian Court of Arbitration and the Commonwealth Court of Conciliation and Arbitration, which were responsible for more awards in 1922 than in 1921. In New South Wales 69 awards were made during the year, as compared with 99 in 1921; Victorian Wages Boards issued only 36 determinations as against 106 in the previous year, and the awards and determinations of the South Australian Industrial Court and Industrial Boards were 30 less than in 1921.

There was a marked diminution also in the number of industrial agreements filed during 1922, under the provisions of the various State and Federal Acts as compared with those for 1921. This feature was common to all States. The greatest falling off was in the agreements filed with the Commonwealth Court (34) as against 315 in the previous year.

The figures in the preceding table are exclusive of variations of principal awards, of which a considerable number are made each year. The total variations made by the State and the Commonwealth Courts, Wages and Industrial Boards and the Commonwealth Public Service Arbitrator numbered 717 during 1922, compared with 495 in 1921, and were distributed as follows:—New South Wales 481, Queensland 115, South Australia 53, Western Australia 1, Commonwealth Court 50, and the Commonwealth Public Service Arbitrator 17. In Victoria and Tasmania any alteration in the determination of a Wages Board is incorporated with the existing determination, and a new determination issued which wholly repeals the old one.

**3. Awards, Determinations, and Agreements in Force.**—In the following table particulars are given for all States, excepting Western Australia, where there is no provision for Wages Boards, 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 at the dates specified to 31st December, 1922.

Considerable expansion of the principle of the fixation of a legal minimum rate of wage and of working conditions took place during the nine years ending 31st December, 1922. Including the operations under the Commonwealth Arbitration Acts\* and of the Western Australian Court of Arbitration, 467 additional awards or determinations were in force at the end of 1922. The number of industrial agreements† made and in force under the various Acts increased during the nine years under review by 379.

The total number of awards of Industrial and Arbitration Courts and determinations of Wages Boards in force throughout Australia at the end of December, 1922, was 1042, while the number of industrial agreements filed under the provisions of the various State and Commonwealth Acts at the same date was 780.

There is a wide difference in the various provisions of the industrial Acts in the several States in regard to the terms for which awards, determinations and agreements may be made. In Labour Report No. 10 (pp. 105 to 107) an account was given of the provisions of the various Acts with respect to this matter.

**Particulars of Boards, and of Awards, Determinations and Industrial Agreements in Force, 1913 to 1922.**

Dates.	Boards Authorised.	Boards Constituted.	Boards which had made Awards or Determinations	Awards or Determinations in Force*	Industrial Agreements in Force.
31st Dec., 1913 .. ..	505	501	387†	575†	401
30th Sept., 1914 .. ..	549	539	474	599	409
31st Dec., 1915 .. ..	573	554	498	663	546
31st Dec., 1916 .. ..	594	572	525	700	609
31st Dec., 1917 .. ..	478¶	473¶	442¶	744	732
31st Dec., 1918 .. ..	267**	260**	445	866	833
31st Dec., 1919 .. ..	505	498	465	942	843
31st Dec., 1920 .. ..	475††	470††	440††	1,041	972
31st Dec., 1921 .. ..	569	557	479	1,047	1,222
30th June, 1922 .. ..	572	561	499	1,050	859
31st Dec., 1922 .. ..	569	561	508	1,042	780

\* Including awards made by Arbitration Courts and the Commonwealth Public Service Arbitrator.

† Excluding awards or determinations which expired in New South Wales (under the Act of 1908) on 31st December, 1913.

‡ Owing to a number of Awards made under the N.S.W. 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.

¶ See remarks with respect to re-authorisation of Boards in New South Wales Labour Bulletin No. 12, p. 47.

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

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

†† Reduction in the number of Boards authorised, etc., is due to the dissolution on the 9th December, 1920, by the Industrial Code 1920, of Wages Boards in South Australia appointed under the Factories Acts 1907 to 1915. Provision is made in the Industrial Code 1920 for the appointment of Industrial Boards.

\* The Commonwealth Conciliation and Arbitration Act 1904-21, and the Arbitration (Public Service) Act 1920.

† 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.

From the particulars given in the following table, ready comparison can be made with respect to the progress in each of the States during the years specified regarding the number of Industrial and Wages Boards operating, and the number of awards, determinations, and industrial agreements in force at the end of each annual period.

**Boards Authorised and Constituted, Awards, Determinations and Agreements in Force at 31st December, in each of the Years 1913, 1921 and 1922.**

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.*</i>											
Boards authorised	{ 1913 ..	..	..	216†	135	75	56	..	..	23	605
	{ 1921 ..	..	..	273	170	..	76	..	..	50	509
	{ 1922 ..	..	..	272	174	..	76	..	..	47	589
Boards constituted	{ 1913 ..	..	..	223†	132	74	51	..	..	21	501
	{ 1921 ..	..	..	273	168	..	78	..	..	40	557
	{ 1922 ..	..	..	272	172	..	76	..	..	41	561
Boards which have made Awards or Determinations	{ 1913 ..	..	..	123	123	74	47	..	..	19	386
	{ 1921 ..	..	..	254	157	..	51	..	..	\$17	479
	{ 1922 ..	..	..	256	164	..	60	..	..	25	508
<i>Awards and Determinations—</i>											
Awards and Determinations in force	{ 1913 ..	17	..	265†	127	73	54	18	..	21	575
	{ 1921 ..	99	92	314	161	208	111	84	..	48	1,047
	{ 1922 ..	104	27	331	166	208	81	77	..	48	1,042
<i>State Awards and Determinations—</i>											
Applying to Whole State	{ 1913 ..	..	..	32	8	3	..	..	..	15	58
	{ 1921 ..	..	..	38	37	57	3	5	..	41	181
	{ 1922 ..	..	..	46	42	63	9	4	..	41	205
Applying to Metropolitan area	{ 1913 ..	..	..	58	..	23	53	13	..	1	153
	{ 1921 ..	..	..	35	1	54	91	56	..	..	277
	{ 1922 ..	..	..	85	1	47	53	50	..	..	236
Applying to Metropolitan and Country areas	{ 1913 ..	..	..	49	105	1	..	1	..	5	161
	{ 1921 ..	..	..	128	112	35	5	3	..	5	288
	{ 1922 ..	..	..	134	113	41	2	..	..	5	295
Applying to Country areas	{ 1913 ..	..	..	126	14	41	1	4	..	..	186
	{ 1921 ..	..	..	63	11	62	22	20	..	2	180
	{ 1922 ..	..	..	66	10	57	17	23	..	2	175
<i>Commonwealth Court Awards</i>											
Awards in force in each State	{ 1913 ..	..	..	13	17	15	16	9	..	13	..
	{ 1921 ..	..	..	53	67	33	59	34	..	50	..
	{ 1922 ..	..	..	55	71	25	57	34	..	41	..
<i>Commonwealth Public Service Arbitrator</i>											
Determinations in force in each State	{ 1921 ..	..	..	21	20	20	21	21	..	19	..
	{ 1922 ..	..	..	26	23	23	24	24	..	22	..
<i>Industrial Agreements in force</i>	{ 1913 ..	223	..	75	..	5	11	82	..	..	401
	{ 1921 ..	922	..	108	..	44	39	106	3	..	1,222
	{ 1922 ..	516	..	105	..	47	42	66	4	..	780
Commonwealth Agreements in force in each State	{ 1913 ..	..	..	132	129	68	62	57	..	61	..
	{ 1921 ..	..	..	208	504	61	103	70	..	118	..
	{ 1922 ..	..	..	89	308	32	64	49	..	30	..
Number of Persons working under State Awards and Determinations (estimated)	{ 1922 ..	..	..	275,000	171,000	100,000	27,000	35,000	..	15,000	628,000

\* The figures for New South Wales are exclusive of Demarcation Boards. † Including boards which were subsequently dissolved, owing to alteration in the sectional arrangement of industries and callings. ‡ Omitting a number of awards which expired on the 31st December, 1913. § For particulars relating to the years 1914 to 1920 see Labour Reports Nos 9, p. 118 and 11, p. 105. ¶ All Wages Boards constituted under the Wages Boards Act 1910, as amended, were abolished on the 10th January, 1921 by the Wages Board Act, 1920. The particulars shown relate to Boards appointed under the latter Act.

There has been a large decrease in the number of industrial agreements in force in 1922 compared with 1921. This is mainly accounted for by the fact that a remarkably large number of Commonwealth Court agreements were superseded and replaced during the year by awards of the Court. There were also many less agreements filed during the year under both the State and Federal industrial systems.

Information as to the main provisions of the various Industrial Acts then in force throughout the Commonwealth was given in Labour Bulletin No. 1. In subsequent issues brief reviews were furnished respecting new legislation of an industrial character, as well as information respecting noteworthy pronouncements or procedure by industrial tribunals, and any special application or conditions of the terms of awards or determinations. In this Report, brief particulars are given regarding new industrial legislation and special reports and tribunals connected with industrial matters during the year 1922.

(i.) *New South Wales.*—In this State the work of the Court of Industrial Arbitration has been considerably increased since the year 1917, as it has, in pursuance of Section 14 of the Industrial Arbitration Act, 1912, as amended, been exercising the functions of Industrial Boards, with the exception of the Board constituted for industries (other than mining and smelting) in the County of Yancowinna (Broken Hill). This Board during the year 1922 made four principal awards and two variations thereof, while 65 awards and 479 variations were made by the Court of Industrial Arbitration.

The majority of the Industrial Boards which were constituted for a period of three years from 19th February, 1919, expired by effluxion of time on 18th February, 1922. On the 20th February, 1922, those Boards which had not expired were dissolved, and 274 new Boards constituted, of which one (for Public Service Educational Officers) was an original constitution, the others being practically the old Boards reconstituted. Four Boards were constituted during August in place of six others which were dissolved. Bookbinders, letterpress machinists and lithographers are now covered by one Board instead of three separate Boards as formerly. The constitutions of fifteen Boards were also varied during the year.

Notice of intention to constitute conciliation committees for the following employees was gazetted during 1922.—Wharf labourers in Port Jackson; employees of the Kandos Cement Company Limited, except in coal and shale mines west of Sydney; employees of the Commonwealth Portland Cement Company Limited; carters employed in connection with retail shops in the Newcastle district; drug warehouse employees within the Counties of Cumberland and Northumberland; shop assistants in pharmacists' shops, and employees in public and private dispensaries in the State excluding the County of Yancowinna; and shop assistants, &c., in the following groups:—Retail shops, Sydney and suburbs; confectioners', vegetable and fruiterers' shops, Sydney and suburbs. The constitution of the committee appointed for shop assistants, &c., in Northumberland—Stockton—Raymond Terrace area, was varied to include persons employed in connection with confectioners' and fruiterers' shops, and vegetable shops.

The Board of Trade, on the 7th February, after public inquiry, made a pronouncement regarding its powers to determine the living wage "at intervals less than from year to year," and held that the Industrial Arbitration Act empowered the Board "at any time to rescind or vary any existing declaration made by it under Section 79 (i)."

On the 12th May the Board declared a new living wage for adult male employes in New South Wales, with the exception of the County of Yancowinna, namely, 78s. per week, 13s. per day, 1s. 7½d. per hour. These rates on the 13th May were extended also to the County of Yancowinna. Upon application being made to the Court of Industrial Arbitration for variation of awards in terms of this new declaration, the following questions were submitted to the Full Court by Rolin, J. :—

- (1) Whether the Board of Trade acted within its powers in making a declaration less than a year after prior declaration.
- (2) Whether, if in the Court's opinion the Board of Trade acted outside its powers, the Court is nevertheless bound to treat the declaration as valid.
- (3) Whether, if the declaration is valid or to be treated as valid, the Court should *prima facie* follow the rule in Cost of Living (Heydon, J.), and the Monumental Masons' case.

The Court by a majority upheld the validity of the declaration; and it was unanimously decided that with respect to applications for decrease of wage in accordance with the declaration, the rule mentioned in question 3 should be followed.

An important judgment with respect to the validity of the regulations made under the Industrial Arbitration Act for the enforcement of living wages declared by the Board of Trade was delivered by the High Court of Australia on the 1st May upon an appeal which had been carried to the Supreme Court of New South Wales and thence to the High Court. An employer had been convicted in the Magistrate's Court, on a prosecution by the Department of Labour and Industry for failing to pay to an employee the prescribed living wage. A writ of prohibition against the Minister and the Magistrate was obtained from the N.S.W. Supreme Court and on the appeal of the Minister, the High Court unanimously decided the appeal should be allowed and the order *nisi* for prohibition discharged. The effect of the judgment was to leave undisturbed the Magistrate's decision that the regulations were enforceable, and to declare that on this point no appeal lies to the N.S.W. Supreme Court or the High Court of Australia.

No change was made by the male living wage declaration of the Board of the 29th September, 1922, 78s. per week, 13s. per day, and 1s. 7½d. per hour being fixed, although this pronouncement was limited to the State, excluding the County of Yancowinna. A new declaration of 39s. 6d. per week for adult female employees was made on the 9th October, 1922. This wage also did not apply to the County of Yancowinna. On the 20th October, 1921, the Board of Trade prescribed, for the first time, a living wage for rural workers. The question of the rural wage again came before the Board for inquiry, and in October, 1922, it was resolved not to prescribe any living wage for rural industries, but to reopen the matter in the month of January of the following year. Since this announcement was made, the power to prescribe living wages for rural industries has been rescinded by Parliament.

Since the appointment of the Board of Trade in 1918 the movement of the adult male living wage for occupations other than rural has been as follows :—60s. in 1918, 77s. in 1919, 85s. in 1920, 82s. in 1921, and 78s. in 1922, and in the adult female living wage, 30s. in 1918, 39s. in 1919, 43s. in 1920, 41s. in 1921, and 39s. 6d. in 1922.

Three important industrial measures were passed by the Legislature during 1922, viz. :—Eight Hours Amendment Act 1922, Industrial Arbitration Amendment Act 1922, and Workmen's Compensation (Lead Poisoning, Broken Hill) Act 1922.

The Eight Hours Amendment Act, providing for a reversion from the 44 to the 48 hour week, was assented to on the 12th September, and repealed and replaced the Eight Hours Amendment Act 1920. It abolished the Special Court which had been established under the 1920 Act to inquire into ordinary working hours of industries, and which had applied the 44-hour week in most cases which came before it. Power to regulate working hours was restored to the Court of Industrial Arbitration. It was provided, however, that the working hours fixed by any proclamation of the Special Court should, except in the case of employees of the Crown who are subject to the provisions of the Public Service Act 1902, be the ordinary working hours for the employees therein mentioned until such hours were varied by award or industrial agreement.

The Industrial Arbitration (Amendment) Act which was assented to on the 24th November provides for the removal of employees under the Public Service Act 1902 from the jurisdiction of the Court of Industrial Arbitration; it provides, with respect to other employees of the Crown, that their wages shall be fixed by the Court upon the principles applicable to employees of private employers. Rural industries are defined, rural workers excluded from the Industrial Arbitration Acts, excepting Part X. (relating to State Labour Exchange services), and Part XI. (relating to insurance against unemployment), and the additional Commissioners appointed to the Board of Trade to represent rural industries are dispensed with. The Board is empowered to make declarations as to the living wage of male and female adult employees (other than those in rural industries) at intervals of not less than three months. The Special Courts for Crown matters and coal mining are abolished, and the Court of Industrial Arbitration may now refrain from making, or may rescind or cancel an award as it deems to be in the interest of employees in respect of unemployment, co-partnership, or profit-sharing. It is also provided that awards, &c., may be published either in the New South Wales Industrial Gazette or in the Government Gazette.

The Workmen's Compensation (Lead Poisoning — Broken Hill) Act, assented to on the 24th November, gives effect to certain recommendations of the Technical Commission of Inquiry appointed to investigate the prevalence of miners' phthisis and pneumoconiosis at the Broken Hill metalliferous mines. Compensation is granted to certain disabled workmen whose incapacity is the result of association with the mining industry, and provision is made for their medical treatment. Lead poisoning is declared a notifiable disease in the County of Yancowinna, and provision is made for the constitution of a medical board to examine suspect or susceptible persons.

(ii.) *Victoria*.—Wages Boards in this State during 1922 made only 36 determinations, compared with 106 in 1921, and 125 in 1920. Wages Boards authorised at the close of the year numbered 174, as against 170 in 1921, an increase of 4 during the year. Six new Boards were authorised, and two existing Boards superseded. On the 14th March an order was made by the Governor-in-Council for the appointment of the Country Knitters' Board. A Country Pottery Trade Board was authorised on the 27th June, but was superseded before making any determination by two newly authorised Boards, viz.:—Glazed Pottery (Country) Board, and the Unglazed Pottery (Country) Board. The Pottery Board at the same time also was superseded and replaced by the Glazed Pottery Board and the Unglazed Pottery Board. The constitutions of ten Boards were varied during the year.

The first determinations of the Boarding Houses, Cemetery Employees, Paint and Colour, Shops No. 18 (Miscellaneous), Shops No. 2 (Boot Repairers) and Shops No. 21 (Booksellers and Newsagents) Wages Boards came into operation during the year. The Shops Board No. 19 (Confectionery, Pastry, &c.), also made its first determination in December, but the determination was not operative until 1923.

The Railways Classification Board during the year determined a number of disputes arising out of existing awards, and on the 20th December made a new award for the service. As from 1st January, 1923, the basic wage was reduced by 6d. per day, viz.:—from 13s. 6d. to 13s. per day, and in general a corresponding reduction was made in the salaries and wages of all grades within the Board's jurisdiction. In the case, however, of the higher classes of Draughtsmen, Engineers, and other grades of Professional Officers, and also in the case of such grades as Leading Hands and Foremen, some improvement in status was adopted.

An amending Factories Act was assented to on the 21st December, 1922, and operated from the 1st January, 1923. Amongst other matters it deals with the appointment and the powers and duties of Wages Boards. Power is conferred on the Minister under certain circumstances to appoint the members and chairman of a Board; also in certain cases to direct a Board to meet and proceed to determination. The Wages Boards are directed to determine the number of hours constituting an ordinary week's work, to fix ordinary and overtime wages rates, to determine whether piece-work prices shall be fixed, to prescribe the form of apprenticeship indenture, and may fix special rates for Sundays and holidays, and for travelling time. Power is also given to the Boards to fix rates where a person is employed for less than the number of hours fixed for an ordinary week's work, to fix the day and hour for the payment of wages; also to determine what notice of termination of employment shall be given by either employer or worker. The Governor-in-Council is empowered to exempt a new industry from the operation of all or any of the provisions of a determination of a Board. Additional powers are also given to Boards in trades, &c., where board or lodging is usually given to employees. Previously determinations of Wages Boards could not come into force until thirty days had elapsed since their making. This Amending Act enables a determination to be made operative from a date not being within fourteen days only of such determination.



(iii.) *Queensland*.—In this State during 1922 the Court of Industrial Arbitration made 71 new awards and varied 115 existing awards. Industrial Agreements filed numbered 15. Many of the 115 variations were in respect of wage rates only, as a result of the decrease in the basic wages of the Court to 80s. for adult males and 41s. for adult females.

An interesting, and so far as Australia is concerned, a novel piece of legislation—the Unemployed Workers' Insurance Act—was passed by the Queensland legislature towards the close of 1922. A review of this Act, which is designed to deal with the problem of unemployment, will be found in Chapter IV.

(iv.) *South Australia*.—Awards and variations thereof numbering 40 and 53 respectively were made by the Industrial Court and Industrial Boards during 1922, and industrial agreements filed under the provisions of the Industrial Code numbered 5.

In 1921 the Board of Industry declared a living wage of 13s. 3d. per day for adult males in the Metropolitan Area, and a wage of 35s. per week for adult females in the same area. The question of the living wage came before the Board early in 1922, and after a public enquiry a new determination was made on the 11th April, reducing the adult male living wage to 12s. 11d. a day. The female wage remains unaltered.

There has been a substantial decrease in the number of awards in force at the end of 1922, compared with 1921. This is accounted for by the fact that in this State when the term for which a determination of an Industrial Board is to remain in force has expired, the determination has no legal effect. In many cases the terms of determinations expired during 1922, and new determinations in place thereof had not been made at the end of the year.

In the previous Report mention was made of certain determinations of Boards for Government employees, which, pending the approval of Parliament, had not been made operative. Several appeals by the Government to the Industrial Court against these determinations were heard during the year, and in some cases these appeals were successful.

(v.) *Western Australia*.—Only 16 awards and one variation were made by the Court of Arbitration during the twelve months under review. Industrial agreements filed during the same period numbered 10, a considerable decrease compared with 40 in 1921. Two agreements were made "common rules," and, in consequence, have the effect of awards of the Court.

(vi.) *Tasmania*.—In this State 15 determinations were made by Wages Boards during the year, and 3 agreements filed with the Chief Inspector of Factories under the provisions of the Wages Boards' Act 1920.

Wages Boards authorised at the close of the year numbered 47, a decrease of 3 compared with 1921. By a resolution of both Houses of Parliament on the 8th February, 1922, under the provisions of Sub-section (3) of Section 11 of "The Wages Boards' Act, 1920," the Railway Companies' Wages Board, the Public Accountants' Wages Board, and the Mining Wages Board were abolished.

(vii.) *Commonwealth Court*.—Toward the close of the year 1921 an amendment of the Commonwealth Conciliation and Arbitration Act was made, and considerably widened the field from which Deputy Presidents

of the Court may be appointed. In pursuance of this amending measure, Sir John Quick, K.B., and Mr. N. A. Webb, Deputy President of the South Australian Industrial Court, were on the 26th June, 1922, appointed Deputy Presidents to assist the President, and with him constitute the Full Arbitration Court.

At the end of 1921 the President of the Federal Arbitration Court (His Honour Mr. Justice Powers) adopted a new method of determining the Basic Wage. Up to that time the Court had varied the original Harvester Wage according to the increase or decrease in the purchasing power of wages measured by the Retail Price Index-numbers (Food, Groceries and Housing) for the calendar year or the last period of four quarters preceding the time any award was made. The new method adopted by the President and later confirmed by the Full Arbitration Court, provides that the Index-number for the quarter immediately preceding the date of determination shall be used to arrive at the equivalent of the Harvester Wage. The President, and later the Full Court, decided to add to the Harvester equivalent thus determined a sum of 3s. per week in order to provide that even in a time of rising prices the basic wage received shall retain the Harvester equivalent purchasing-power. All awards are to include provision for quarterly adjustments in accordance with the rise or fall in the Index-numbers published by this Bureau.

In many awards these adjustments are made in accordance with a scale prepared in this Bureau, and which has been adopted by the Court as a convenient method of making quarterly adjustments.

In September 1922 the Full Arbitration Court gave judgment on an application by several employers to review the decision of the late President (His Honour, Mr. Justice Higgins) reducing the hours of work from 48 to 44 in the Engineering and Timber industries. The Court, after hearing evidence, including evidence as to the depression in the industries and financial conditions of the country, came to a unanimous decision that these constituted special circumstances justifying an alteration of the standard hours in these industries. The standard hours in the timber industry and engineering industry were accordingly increased from 44 to 48 hours per week.

(viii.) *Commonwealth Public Service Arbitrator.*—During the year, the Arbitrator appointed under the provisions of the Arbitration (Public Service) Act, 1920 to determine all matters submitted to him relating to salaries etc., of officers and employees in the Commonwealth Public Service made six principal determinations and seventeen variations thereof. At the 31st December, 1922, 27 principal determinations were in force, consisting of 16 made by the Arbitrator himself, and 11 made prior to his appointment by the Commonwealth Court of Conciliation and Arbitration in pursuance of the Arbitration (Public Service) Act 1911, which are deemed to be determinations made by the Arbitrator under the 1920 Act.

(ix.) *Industrial Peace Acts, 1920.*—During the year the Special Tribunals appointed under the provisions of the above Acts made 17 awards, 3 of which were in respect of disputes at collieries in Tasmania, 1 at the Jumbunna Colliery, Victoria, and 11 at collieries in New South Wales. The remaining two were general awards relating to engine-driving and firing. In addition, several other claims came before the Tribunals, but were refused.

(x.) *Industrial Board—Territory for the Seat of Government.*—The appointment of this tribunal was authorised by the Industrial Board Ordinances 1922, which conferred upon it power to fix rates of pay, hours and other conditions of employment in respect of workmen engaged upon Commonwealth Works in the Territory. It is provided, however, that nothing in these Ordinances or in any decision of the Board shall affect the operation of any award of a Commonwealth Court or Commonwealth Industrial Tribunal applying to the Territory. The Board is to consist of one person nominated by the Minister, one person nominated by the workmen, and a chairman nominated by agreement between the Government and the workmen's representatives, or, in default of such nomination within a specified period, by the Prime Minister.

The members of the Board were appointed early in May, the Chairman being nominated by the Prime Minister. On the 29th May the Board issued its award, which covered surface and underground labourers, engine-drivers, survey hands, carpenters, and other building trade operatives. The unskilled labourers' wage was fixed at 85s. per week of 48 hours. Two slight variations of the award were issued during September and December.

### CHAPTER XIII.—CHANGES IN RATES OF WAGE.

1. **General.**—The collection of information regarding changes in rates of wage throughout Australia dates from the 1st January, 1913, and the statistical results of the first complete year (1913) were published in Labour Report No. 5. Annual figures for subsequent years have been given in Labour Reports Nos. 5 to 12, while details for the year 1922 are furnished hereunder.

(i) *Definition.*—For the purpose of these statistics a change in rate of wage means 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 change are excluded. Each single change recorded relates to a change in the rates of wage effected in a specific industry or calling, and includes all changes to workers in that industry, irrespective of the occupations or trades affected. A change may relate to the employees of a single employer or to those of a number of employers, according to the instrument or method operating to bring about the change. In a few instances, separate arrangements, some of which may not have affected rates of wage, but all of which relate to a specific industry or craft, are grouped and taken as a single change. This course is adopted in order to obviate the necessity for separately recording changes affecting a small number of workers.

(ii) *Sources of Information.*—Information as to the fact that a change in rate of wage has occurred is obtained through the following channels:—(a) The Commonwealth and State Industrial Registrars and the Chief Inspector of Factories in each State; (b) Reports from