

of levy collected during 1932-33 was £2,409,034, and £2,105,659 was paid away in allowances to 63,072 families. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from Consolidated Revenue.

(iii) *Commonwealth Public Service*.—The first payment of child endowment allowances in Australia was in connexion with the Commonwealth Public Service, and was made from 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limit of £400 per annum by way of salary plus allowance. As the result of proceedings before the Public Service Arbitrator in 1923, this allowance was confirmed as a permanent payment to officers, and the necessary fund to meet it was created by deducting the average value of the payment from the basic wage of all adult officers, so that the officers are themselves providing the fund from which the allowance is paid. The deduction was originally £11 per annum, but is now £12. The payment of the allowance in the Service is now limited to officers receiving from salary an allowance an amount not greater than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in Labour Report No. 17, and later Reports.

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

1. *General*.—The collection of information regarding industrial disputes (strikes and lockouts) in Australia was initiated by this Bureau at the beginning of the year 1913, and particulars relating thereto, for the first complete year, were published in Labour Report No. 5, Section XI. An examination of official reports, newspapers, and other publications showed, however, that there was insufficient material for the compilation of complete information for years prior to 1913.

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 24 while particulars for the year 1934 are furnished in the present Report.

2. *Industrial Disputes in Industrial Groups, 1934*.—The following table deals with industrial disputes involving stoppage of work during the year 1934 in industrial groups. A list of the 14 groups included in the classification will be found in the preface.

The number of industrial disputes recorded during 1934 was 155, as compared with 90 during the previous year. In New South Wales 117 disputes occurred, 85 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1934 amounted to 370,386 for all disputes in Australia, as compared with 111,956 working days lost during 1933. The estimated loss of wages was £317,859 in 1934, as compared with £95,048 for the year 1933.

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

Industrial Disputes in Industrial Groups, 1934.

Class.	Industrial Group.	Number.	Estab- lish- ments In- volved.	Workpeople Involved.			Working Days Lost.	Esti- mated Loss in Wages.
				Directly.	Indirectly.	Total.		
II.	New South Wales— Engineering, metal works, etc.	4	4	3,837	155	3,992	36,270	29,825
IV.	Clothing, textiles, etc.	1	8	1,442	1,301	2,743	35,111	17,500
VI.	Other manufacturing	3	3	119	..	119	832	804
VII.	Building	1	1	34	20	54	108	80
VIII.	(a) Coal-mining	85	86	19,756	1,334	21,090	114,574	128,044
	(b) Other mining, quarries, etc.	5	9	4,475	125	4,600	10,768	11,652
XI.	Shipping, wharf labour, etc.	1	1	42	..	42	1,050	450
XIV.	Miscellaneous	17	17	3,360	8	3,368	15,040	7,910
	Total	117	129	33,065	2,943	36,008	213,753	196,265
II.	Victoria— Engineering, metal works, etc.	2	3	298	..	298	1,414	1,103
IV.	Clothing, textiles, etc.	1	1	13	..	13	13	4
VIII.	(a) Coal-mining	2	2	2,000	..	2,000	70,000	53,250
	(b) Other mining, quarries, etc.	1	65	700	100	800	19,200	16,000
IX.	Railway and Tramway services	1	1	3,000	..	3,000	12,000	9,000
XI.	Shipping, wharf labour, etc.	2	2	59	4	63	701	457
XII.	Pastoral, agricultural, etc.	1	1	80	..	80	80	36
XIII.	Domestic, hotels, etc.	1	1	8	..	8	136	60
XIV.	Miscellaneous	8	8	1,916	250	2,166	5,328	2,528
	Total	19	84	8,074	354	8,428	108,872	82,438
VIII.	Queensland— (a) Coal-mining	1	1	227	..	227	4,994	4,000
	(b) Other mining, quarries, etc.	1	1	82	..	82	82	86
XII.	Pastoral, agricultural, etc.	5	828	2,144	420	2,564	24,042	20,114
	Total	7	830	2,453	420	2,873	29,718	24,200
XI.	South Australia— Shipping, wharf labour, etc.	1	1	44	..	44	11	17
II.	Western Australia— Engineering, metal works, etc.	1	1	93	..	93	186	100
VI.	Other manufacturing	1	1	26	..	26	52	28
VIII.	(a) Coal-mining	3	4	299	6	305	795	731
	(b) Other mining, quarries, etc.	2	7	2,260	120	2,380	11,750	10,158
XII.	Pastoral, agricultural, etc.	1	1	350	50	400	4,000	3,000
XIV.	Miscellaneous	2	2	281	..	281	1,009	680
	Total	10	16	3,309	176	3,485	17,792	14,699
..	Tasmania— .. ..	..	..	..	..	..	..	..
XI.	Northern Territory— Shipping, wharf labour, etc.	1	1	18	2	20	240	240
II.	Australia— Engineering, metal works, etc.	7	8	4,228	155	4,383	37,870	31,028
IV.	Clothing, textiles, etc.	2	9	1,455	1,301	2,756	35,114	17,504
VI.	Other manufacturing	4	4	145	..	145	884	832
VII.	Building	1	1	34	20	54	108	80
VIII.	(a) Coal-mining	91	93	22,282	1,340	23,622	190,363	186,027
	(b) Other mining, quarries, etc.	9	82	7,517	345	7,862	41,800	37,895
IX.	Railway and Tramway services	1	1	3,000	..	3,000	12,000	9,000
XI.	Shipping, wharf labour, etc.	5	5	163	6	169	2,002	1,164
XII.	Pastoral, agricultural, etc.	7	830	2,574	470	3,044	28,722	23,150
XIII.	Domestic, hotels, etc.	1	1	8	..	8	136	60
XIV.	Miscellaneous	27	27	5,557	258	5,815	21,377	11,118
	Total—Australia(a) ..	155	1,061	46,963	3,895	50,858	370,386	317,859

(a) The following dispute commenced in and was uncompleted at the end of the year, 1933, and in respect of "Number of Disputes", and "Number of Establishments" is duplicated in the figures for 1934, viz. :—

State.	Number of Disputes.	Number of Establishments.	Number of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales ..	1	1	64	..	64

3. Particulars of Principal Disputes in 1934.—(i) *General.*—The preceding tables show the number and effect of all disputes for the year 1934 classified according to Industrial Groups. The figures show an increase compared with those of the previous year as regards number of working days and amount of wages lost. The tables show that of the total number of disputes (155) which occurred in 1934, no less than 91 were in connexion with the coal mining industry, and of these, 85 occurred in New South Wales. The total loss of wages through all disputes in Australia was £317,859. The loss through 85 disputes in the coal-mining industry in New South Wales was £128,044, or 40 per cent. of the total loss in wages for Australia.

(ii) *Details regarding Principal Disputes.*—There were no disputes of outstanding magnitude in 1934.

The losses in working days for all disputes for the year amounted to 370,386. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1934 are given below :—

New South Wales.—Objection to a reduction of wages under a new award of the Commonwealth Court of Conciliation and Arbitration was reported to be the reason for a stoppage of work in several textile factories in January, 1934. Direct negotiations having failed to effect a settlement, the dispute was referred to a compulsory conference convened under the provisions of the Commonwealth Arbitration Act, with the result that work was resumed after a stoppage of about three weeks.

Refusal to concede a demand by a section of the employees, that brace and platmen's rates be paid to assistants in such occupations, was the reason given for a cessation of work by metalliferous miners at Broken Hill in July, 1934. Negotiations between the parties concerned resulted in a resumption of operations after a stoppage of about ten days.

A dispute involving persons engaged in the manufacture of galvanized iron occurred at Newcastle in August, 1934. The dismissal of an employee and dissatisfaction with award rates and conditions were given as reasons for the cessation of work. After a stoppage of about four weeks work was resumed pending application to the State Arbitration Court for an award.

Victoria.—An allegation by wheelers of underpayment was responsible for a stoppage of work at the State Coal mine, Wonthaggi, in March, 1934. After several unsuccessful attempts at settlement of the dispute by direct negotiations, the Minister for Railways convened a conference which resulted in a resumption of work after a stoppage of more than four months.

A claim for an increase in wages and variation of working conditions was reported to be the cause of a stoppage of work by tramway employees at Melbourne in October, 1934. Negotiations between representatives of the parties concerned resulted in a satisfactory termination of the dispute and work was resumed after a stoppage of about four days.

Queensland.—Introduction by the employees of a new "darg", (regulated output), was responsible for a cessation of work at the State Coal Mine, Collinsville, in January, 1934. Negotiations between the management and representatives of the employees resulted in an amicable settlement of the dispute and work was resumed after a stoppage of about three weeks.



A demand for an 83 per cent. preference to British-born cane cutters, was the cause of a dispute at Home Hill in June, 1934. An investigation into methods of engaging cutters was promised and a clause to prevent agreements intended to defeat the purposes of the award was added to the Sugar Award. The cutters then agreed to sign on after a hold-up of about four weeks.

A demand that all cane be burnt owing to the prevalence of "Weil's disease" caused a cessation of cane-cutting operations in the Ingham district in August, 1934. The dispute was referred to the Industrial Court which made an order that all cane should be burnt, and work was resumed after a stoppage of about six days.

Western Australia.—A dispute involving persons engaged in metalliferous mining occurred at Kalgoorlie in January, 1934. The alleged cause of the dispute was the refusal by British-born miners to work with foreigners. After a stoppage of about one week work was resumed on the understanding that preference would be given firstly to British-born miners, and secondly to naturalized foreigners. Direct negotiations were instrumental in settling the dispute.

4. **Industrial Disputes, 1930 to 1934.**—(i) *Australia.*—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, the losses in working days and wages for each of the years 1930 to 1934, and the aggregate for the whole period:—

Industrial Disputes—Australia.

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.
			Coal- Mining.	Other Mining.			
1930 ..	27	..	126	4	5	21	183
1931 ..	15	4	79	8	10	18	134
1932 ..	20	4	77	8	5	13	127
1933 ..	16	..	52	6	1	15	90
1934 ..	13	1	91	9	6	35	155
1930-34 ..	91	9	425	35	27	102	689

NUMBER.

WORKPEOPLE INVOLVED.

1930 ..	6,034	..	40,336	851	2,610	4,391	54,222
1931 ..	5,005	159	23,351	2,015	2,515	4,622	37,667
1932 ..	8,236	120	19,540	2,602	181	2,238	32,917
1933 ..	5,361	..	17,461	5,415	50	1,826	30,113
1934 ..	7,284	54	23,622	7,862	3,169	8,867	50,858
1930-34 ..	31,920	333	124,310	18,745	8,525	21,944	205,777

Industrial Disputes—Australia—continued.

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.
			Coal- Mining.	Other Mining.			

WORKING DAYS LOST.

1930 ..	77,232	..	1,328,142	3,798	46,427	55,642	1,511,241
1931 ..	29,032	1,006	124,089	36,012	19,861	35,991	245,991
1932 ..	50,692	1,561	131,154	21,402	1,038	6,471	212,318
1933 ..	31,625	..	48,528	26,985	100	4,718	111,956
1934 ..	73,878	108	190,363	41,800	14,002	50,235	370,386
1930-34 ..	262,459	2,675	1,822,276	129,997	81,428	153,057	2,451,892

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
1930 ..	73,126	..	1,398,706	5,111	48,304	67,095	1,592,342
1931 ..	28,694	901	126,535	29,249	13,553	28,799	227,731
1932 ..	24,051	1,434	115,407	19,691	720	4,279	165,582
1933 ..	23,407	..	44,927	23,683	90	2,941	95,048
1934 ..	49,364	80	186,027	37,896	10,164	34,328	317,859
1930-34 ..	198,642	2,415	1,871,602	115,630	72,831	137,442	2,398,562

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII). For the year 1934 these disputes represented 59 per cent. of the total for the year, as compared with 58 per cent. in 1933.

During the past five years, working days lost through dislocations of work, involving employees in coal-mining numbered 1,822,276, representing 74 per cent. of the total loss of working days for the period. The majority of these disputes occurred in New South Wales. In making comparisons regarding the number and magnitude of disputes in this particular class, it should be noted that the number of workers engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States.

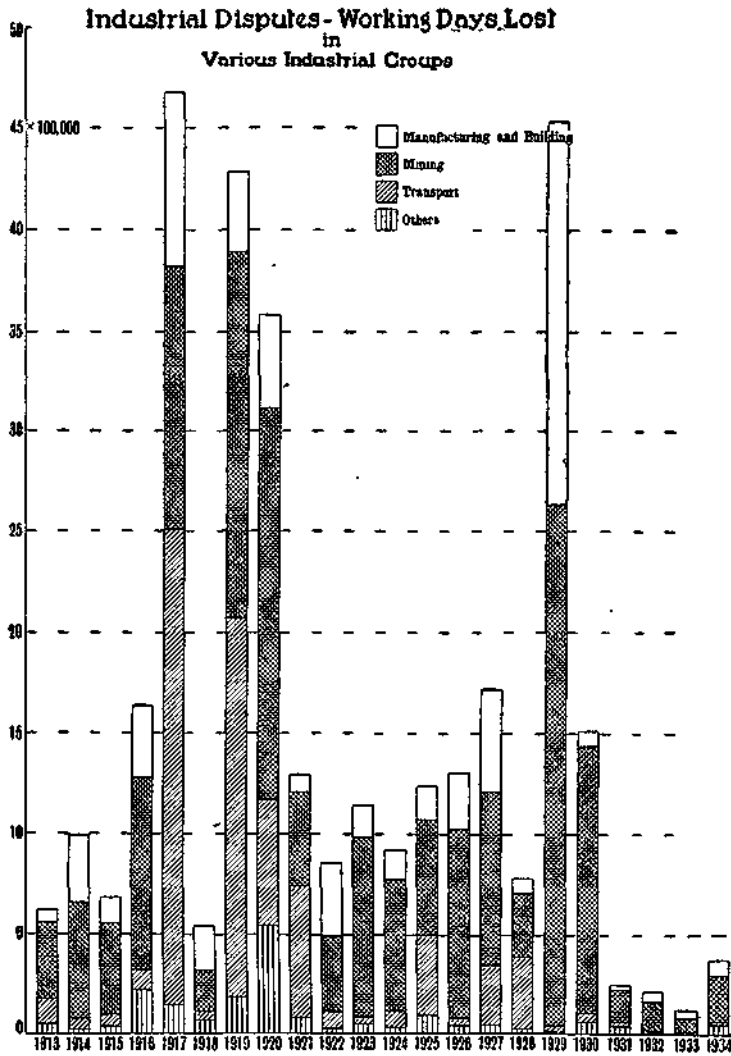
(ii) *States.*—The number of industrial disputes in each State during the years 1930 to 1934, together with the workpeople involved, the working days lost, and the estimated loss in wages are given hereunder.

Industrial Disputes.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1930	156	384	46,418	2,151	48,569	1,443,366	1,516,296
	1931	87	131	21,002	1,801	22,803	136,037	133,068
	1932	92	99	17,813	2,156	19,969	63,425	64,420
	1933	54	143	13,406	1,663	15,069	53,104	48,760
	1934	(a) 117	129	33,065	2,943	36,008	213,753	196,265
Victoria	1930	5	5	385	23	408	7,744	7,228
	1931	10	92	4,022	621	4,643	27,862	24,884
	1932	12	37	6,475	110	6,585	99,638	65,599
	1933	12	28	7,156	294	7,450	26,693	20,416
	1934	19	84	8,074	354	8,428	108,872	82,438
Queensland	1930	10	31	1,561	70	1,631	9,881	11,059
	1931	15	318	5,079	642	5,721	51,096	47,445
	1932	10	210	1,061	1,156	2,217	21,166	18,541
	1933	11	11	2,636	884	3,520	13,876	10,077
	1934	7	830	2,453	420	2,873	29,718	24,200
South Australia	1930	7	246	2,870	6	2,876	22,778	22,987
	1931	5	5	160	6	166	655	582
	1932	2	3	109	4	113	970	664
	1933	1	1	50	..	50	100	90
	1934	1	1	44	..	44	11	17
Western Australia	1930	2	26	468	..	468	27,072	34,378
	1931	13	26	3,078	50	3,928	24,022	15,829
	1932	8	16	2,531	162	2,693	11,203	9,538
	1933	10	10	3,044	276	3,920	16,896	14,530
	1934	10	16	3,309	176	3,485	17,792	14,699
Tasmania	1930	3	3	270	..	270	400	394
	1931	2	2	155	6	161	5,409	5,278
	1932	2	4	1,163	..	1,163	15,562	6,516
	1933	1	1	75	..	75	1,200	1,050
	1934	..	..	..	..	..	..	..
Northern Territory	1930	..	..	..	..	..	..	..
	1931	2	2	245	..	245	910	675
	1932	1	3	177	..	177	354	304
	1933	1	1	21	8	29	87	125
	1934	1	1	18	2	20	240	240
Fed. Cap. Territory	1930	..	..	..	..	..	..	..
	1931	..	..	..	..	..	..	..
	1932	..	..	..	..	..	..	..
	1933	..	..	..	..	..	..	..
	1934	..	..	..	..	..	..	..
Australia	1930	183	695	51,972	2,250	54,222	1,511,241	1,592,342
	1931	134	616	34,541	3,126	37,667	245,991	227,731
	1932	127	372	29,329	3,588	32,917	212,318	165,582
	1933	90	195	26,988	3,125	30,113	111,956	95,048
	1934	(a) 155	1,061	46,963	3,895	50,858	370,386	317,859

(a) See footnote page.

5. **Duration of Industrial Disputes.**—(i) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the time between the cessation and resumption of work, has been calculated in working days, exclusive of Sundays and holidays, except where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). The following limitations of time have been adopted :—(a) One day or less ; (b) two days and more than one day ; (c) three days and more than two days ; (d) over three days and under six days (the latter considered as constituting one week) ; (e) one week and under two weeks ; (f) two weeks and under four weeks ; (g) four weeks and under eight weeks ; and (h) eight weeks and over.



EXPLANATION.—The scale refers to working days lost in hundred thousands. Thus, taking the year 1917, and comparing the shaded and blank sections with the scale, it will be observed that about 870,000 working days were lost in Manufacturing and Building, over 1,300,000 in Mining, over 2,300,000 in Transport, and about 150,000 in other industries.

(ii) *Australia—1930 to 1934.*—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1930 to 1934 are given in the table appended :—

Duration of Industrial Disputes—Australia.

Limits of Duration.	Year.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
			Directly.	Indirectly.	Total.		
1 day and less	1930	81	21,031	335	21,366	20,907	22,975
	1931	45	12,776	1,254	14,030	13,810	14,791
	1932	48	11,516	708	12,224	12,149	13,643
	1933	43	10,465	1,202	11,667	11,467	10,664
	1934	53	14,773	807	15,580	15,547	16,295
2 days and more than 1 day ..	1930	27	5,375	298	5,673	11,055	12,422
	1931	16	3,940	102	4,042	8,034	7,363
	1932	22	4,185	392	4,577	9,114	8,166
	1933	11	3,812	270	4,082	8,158	7,220
	1934	19	3,087	175	3,262	6,524	6,166
3 days and more than 2 days ..	1930	14	2,454	18	2,472	7,398	7,760
	1931	13	4,122	7	4,129	12,573	7,395
	1932	9	2,431	491	2,922	8,681	7,397
	1933	14	4,820	950	5,770	15,550	14,073
	1934	13	4,249	72	4,321	12,815	11,544
Over 3 days and less than 1 week (6 days)	1930	15	3,233	105	3,338	14,193	16,774
	1931	18	4,613	333	4,946	22,786	22,773
	1932	18	2,884	1,079	3,963	16,298	15,347
	1933	4	667	22	689	3,435	33,20
	1934	22	11,383	256	11,639	50,481	43,435
1 week and less than 2 weeks ..	1930	20	2,897	492	3,389	25,018	25,245
	1931	19	4,553	683	5,235	40,782	37,469
	1932	11	4,599	500	5,099	33,342	19,324
	1933	9	3,296	591	3,797	41,762	36,648
	1934	22	5,505	707	6,212	52,031	46,608
3 weeks and less than 4 weeks ..	1930	12	2,895	419	3,314	47,444	53,860
	1931	11	2,997	509	3,506	48,940	48,522
	1932	11	2,124	330	2,454	56,063	25,747
	1933	6	1,883	199	2,082	29,762	21,771
	1934	16	4,230	1,743	5,973	88,351	78,063
4 weeks and less than 8 weeks ..	1930	6	2,668	360	3,028	73,514	70,433
	1931	8	907	235	1,140	38,323	34,840
	1932	5	392	41	432	11,199	10,211
	1933	1	26	..	26	702	505
	1934	8	2,603	110	2,713	70,053	57,498
8 weeks and over	1930	8	11,479	223	11,702	1,311,712	1,381,855
	1931	4	632	125	757	60,923	61,278
	1932	3	1,199	47	1,246	85,472	65,347
	1933	2	19	1	20	1,120	847
	1934	2	1,133	25	1,158	74,584	58,250
Total	1930	183	51,972	2,250	54,222	1,311,241	1,592,342
	1931	134	34,541	3,126	37,667	245,991	227,731
	1932	127	29,329	5,588	34,917	212,318	165,582
	1933	90	26,988	3,123	30,111	111,956	95,048
	1934	155	46,963	3,895	50,858	370,386	317,859

6. Causes of Industrial Disputes.—(i) *General.*—The reasons alleged by employers and employees for a stoppage of work do not in every instance agree in detail. In such instances additional information is sought to verify or support the contention of either side. On occasions, the alleged reason is of a twofold character, and, where this is the case, the claim which is fully or

partially satisfied and results in a resumption of work is taken to be the principal cause of the dispute. For the purpose of classification these causes (or objects) of industrial disputes are grouped under seven main headings, viz.:—(1) Wages; (2) hours of labour; (3) trade unionism; (4) employment of particular classes or persons; (5) working conditions; (6) sympathy; and (7) other causes.* The first five groups are subdivided to meet the varying phases of the causes of disputes under each of the main headings.

(ii) *Causes of Disputes, Australia, 1913 and 1928 to 1934.*—The following table gives particulars of industrial disputes according to causes for the years specified

Causes of Industrial Disputes—Australia.

Causes of Disputes.	1913.	1928.	1929.	1930.	1931.	1932.	1933.	1934.
NUMBER.								
1. Wages—								
(a) For increase ..	48	8	8	..	4	5	2	10
(b) Against decrease ..	4	3	6	9	17	11	4	3
(c) Other wage questions	31	39	45	44	16	26	14	31
2. Hours of Labour—								
(a) For reduction ..	3	2	6	4	2	2	..	..
(b) Other disputes <i>re</i> hours ..	7	2	2	..	..	..	7	6
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	6	3	..	2	2	2	4
(b) Other union questions	3	11	12	20	4	3	3	8
4. Employment of particular classes or persons ..	44	105	87	48	50	50	53	52
5. Working conditions ..	51	48	31	27	22	11	9	25
6. Sympathetic ..	5	9	6	11	5	2	..	3
7. Other causes ..	8	54	33	20	13	15	16	13
Total ..	208	287	259	183	194	127	90	155

WORKPEOPLES INVOLVED.

1. Wages—								
(a) For increase ..	8,633	2,775	1,414	..	2,053	1,495	29	2,210
(b) Against decrease ..	563	1,517	10,532	12,824	7,108	7,327	2,178	2,817
(c) Other wage questions	7,160	17,057	8,742	12,686	5,999	5,417	4,336	8,335
2. Hours of Labour—								
(a) For reduction ..	460	61	21,646	4,334	192	198	..	..
(b) Other disputes <i>re</i> hours ..	1,819	1,005	2,067	..	..	..	2,620	309
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	193	103	..	9	17	89	383
(b) Other union questions	1,418	2,311	4,367	4,160	2,840	301	705	2,184
4. Employment of particular classes or persons ..	11,570	35,379	22,933	7,751	12,025	12,556	11,803	15,638
5. Working conditions ..	10,785	14,169	4,672	4,276	6,659	2,804	4,503	6,062
6. Sympathetic ..	947	6,123	11,604	4,010	1,053	316	..	1,045
7. Other causes ..	1,758	16,032	16,524	4,181	2,331	2,486	3,850	6,875
Total ..	50,283	96,422	104,604	54,222	37,667	32,917	30,113	50,858

* The heading, "Other causes" has been adopted to meet various sets of circumstances which mainly arise in connexion with stoppages which are not concerted movements, and include among others the following:—(a) During the course of a meeting of miners, the wheelers return their horses to the stables and leave the colliery; (b) disputes (not necessarily connected with industrial matters which the employer can control) arise between wheelers and chippers, or any two sets of workers, and sufficient workmen are not available to work the mine to its full capacity.

Causes of Industrial Disputes—Australia—continued.

Causes of Disputes.	1913.	1918.	1919.	1930.	1931.	1932.	1933.	1934.
WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	100,069	6,548	7,433	..	15,425	5,990	87	108,277
(b) Against decrease ..	9,438	3,824	2,332,157	1,227,808	111,238	123,571	17,431	35,459
(c) Other wage questions	78,183	80,755	47,261	113,102	43,746	17,631	18,736	40,219
2. Hours of Labour—								
(a) For reduction ..	2,774	725	1,887,196	63,583	132	2,894	..	..
(b) Other disputes ⁷⁶ hours ..	15,111	2,667	3,183	..	..	..	8,895	1,748
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,082	2,137	424	..	99	59	89	3,263
(b) Other union questions	32,388	8,900	49,924	30,225	11,732	6,261	1,421	10,774
4. Employment of particular classes or persons ..	191,723	423,555	78,492	24,683	98,567	36,054	31,799	110,166
5. Working conditions ..	73,562	98,852	8,545	8,551	17,106	14,902	22,865	26,223
6. Sympathetic ..	24,066	106,358	23,482	17,648	4,070	1,096	..	11,174
7. Other causes ..	5,212	42,957	23,381	5,641	3,816	3,860	10,633	23,083
Total ..	623,328	777,278	4,461,478	1,511,241	245,991	212,318	111,956	570,386

The main causes of industrial disputes are "wage" questions, "working conditions," and "employment of particular classes or persons."

The number of disputes concerning "wages" in 1934 was 44, representing 29 per cent. of the total. The heading "Employment of particular classes or persons" includes stoppages of work for the purpose of protesting against the dismissal of fellow workpeople who were considered to have been unfairly treated or victimized. This class of dispute occurs frequently in the coal-mining industry. Disputes over "Employment" questions in 1934 numbered 52, or 34 per cent. of the total, and over "Working Conditions" 25, or 16 per cent. Disputes classified under these three headings numbered 121, or 79 per cent. of the total dislocations during the year.

7. Results of Industrial Disputes.—(i) General.—The terms or conditions under which a resumption of work is agreed upon are taken as the basis of the result of the dispute and are comprised in one or other of the following four classes, viz. :—

(a) In favour of workpeople; (b) In favour of employer; (c) Compromise; (d) Indefinite.

Disputes are considered to result :—(a) In favour of workpeople, when the employees succeed in enforcing compliance with all their demands, or are substantially successful in attaining their principal object, or in resisting a demand made by their employers; (b) In favour of employer, when the

demands of the employees are not conceded, or when the employer or employers are substantially successful in enforcing a demand; (c) *Compromise*, when the employees are successful in enforcing compliance with a part of their demands or in resisting substantially full compliance with the demands of their employer or employers; (d) *Indefinite*, when, for example, employees cease work owing to some misconception regarding the terms of an award, determination, or agreement, and work is resumed as usual on the matters in dispute being explained; or in cases where a dispute arises in connexion with certain work which is, however, abandoned, even though the employees return to the same establishment to be employed on other work. The results of "Sympathetic" disputes, in which a body of workers cease work with the object of assisting another body of workers in obtaining compliance with some demand, are generally "Indefinite" except when the stoppage is entered upon partially to enforce a demand in which these workers might ultimately benefit.

(ii) *Results in each State, 1934.*—The following table shows the industrial disputes in 1934, classified according to results.

Industrial Disputes—Results, 1934(a).

State or Territory	Number.				Workpeople Involved.				Working Days Lost.			
	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.
New South Wales	18	83	6	9	3,386	27,762	1,867	2,729	13,571	163,821	11,230	19,059
Victoria	6	10	3	..	1,399	2,229	4,800	..	4,553	6,119	98,200	..
Queensland	3	3	1	..	2,194	597	82	..	21,632	8,004	82	..
South Australia	..	..	..	..	..	44	..	..	..	11	..	..
Western Australia	1	5	4	..	26	588	2,871	..	52	1,171	16,569	..
Tasmania	..	..	..	..	..	..	..	..	..	..	..	..
N. Territory	1	..	..	..	20	..	..	..	240	..	..	..
N.C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust. (a)	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059

(a) The following are the particulars of disputes which were incomplete at 31st December, 1934, which should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	Number.	Establishments Involved.	Workpeople.	Working Days Lost.
New South Wales ..	1	1	264	6,072
Total ..	1	1	264	6,072

(iii) *Australia, 1934.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost, in disputes in Australia for the year 1934, classified according to cause and result of dispute.

Industrial Disputes—Causes and Results, Australia, 1934.

Classified according to Causes and Results.	Number.				Workpeople Involved.				Working Days Lost.			
	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.
Wages—												
(a) For increase	3	2	5	..	933	376	5,157	..	3,423	1,806	103,048	..
(b) Against decrease	1	2	..	..	20	2,797	..	..	240	35,219	..	..
(c) Other Wage questions	6	20	3	3	1,351	5,631	1,072	1,025	5,542	21,069	9,544	4,064
Hours of Labour—												
(a) For reduction	..	..	..	..	..	..	..	..	..	..	..	..
(b) Other disputes re hours	2	3	..	1	64	203	..	42	512	186	..	1,050
Trade Unionism—												
(a) Against employment of non-unionists	3	1	..	..	193	190	..	..	3,073	190	..	..
(b) Other union questions	1	6	1	..	400	1,230	554	..	1,600	8,620	554	..
Employment of particular Classes or Persons	8	35	4	3	2,466	9,606	2,553	949	17,712	61,722	12,651	12,009
Working conditions	5	18	1	1	1,798	3,681	284	299	7,946	17,694	284	299
Sympathetic	..	3	..	..	..	1,045	..	..	..	11,174	..	..
Other Causes	..	12	..	1	..	6,461	..	414	..	21,446	..	1637
Total (a)	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059

(a) See note to table on page 99.

(iv) *Australia, 1930 to 1934.*—The table hereunder shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1930–1934, classified according to results:—

Industrial Disputes—Results, Australia.

Year.	Number.				Workpeople Involved.				Working Days Lost.			
	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.
1930..	36	117	24	1	4,133	45,204	3,343	520	13,497	1,558,044	95,177	13,000
1931..	27	80	25	..	5,917	26,182	5,406	..	47,191	142,000	49,222	..
1932..	29	77	21	..	5,437	17,318	9,962	..	23,372	48,893	139,853	..
1933	17	58	13	1	4,778	20,697	4,361	213	12,301	84,697	14,468	426
1934 (a)	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059

(a) See note on page 99.

The figures for the year 1930 in the table above and in the following table include the number of workpeople involved and the working days lost in 1930 in the dispute on the Northern Coalfield of New South Wales which commenced in March, 1929, and terminated in June, 1930.

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in the earlier years, but later the position was reversed. The percentage in favour of employers in 1934 was 67. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

8. Methods of Settlement.—(i) *General.*—Methods of settlement have been classified under the following six headings:—

- (i) By negotiation.
- (ii) Under State Industrial Act.
- (iii) Under Commonwealth Arbitration Act.
- (iv) By filling places of workpeople on strike or locked out.
- (v) By closing down establishments permanently.
- (vi) By other methods.

Each of the first five methods indicates some definite action. The sixth, "Other Methods," is more or less indefinite, and is connected with "Other Causes" and relates mainly to resumptions of work at collieries at the next shift, the cause of the stoppages not being in all cases made known officially to the management.

(ii) *Australia, 1913 and 1928 to 1934 (a)*—Information for Australia for the years specified is given hereunder:—

Methods of Settlement of Industrial Disputes—Australia.

Methods of Settlement.	1913.	1928.	1929.	1930.	1931.	1932.	1933.	1934.(a)
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	136	130	134	63	87	64	84
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	8	8	3	3	4	1	2
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	10	9	6	11	3	8	10
By reference to Board or Court ..	22	8	1	6	1	9	3	9
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	6	6	..	4	3	6	3
By Filling Places of Workpeople on Strike or Locked out ..	13	10	7	9	8	7	6	..
By Closing down Establishment permanently ..	1	3	3	1	2	1	3	2
By other methods ..	13	99	96	25	21	13	21	40
Total	208	282	254	178	132	127	84	(a) 154

(a) See note on page 99.

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1913.	1928.	1929.	1930.	1931.	1932.	1933.	1934.(a)
WORKPEOPLE INVOLVED.								
Negotiation—								
Direct between employers and employees or their representatives ..	23,357	37,708	32,393	40,804	22,292	22,395	19,703	25,469
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	1,242	19,161	196	1,885	1,800	1,100	891
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	2,009	487	3,476	3,871	1,640	1,290	4,559
By reference to Board or Court ..	12,774	2,975	56	184	43	416	1,390	1,666
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	639	1,497	511	..	1,083	1,839	1,096	4,335
By Filling Places of Workpeople on Strike or Locked out ..	658	11,047	5,411	2,940	222	460	986	138
By Closing down Establishment permanently ..	170	266	144	40	52	11	1,271	444
By other methods ..	2,988	38,916	45,350	5,560	8,058	4,156	3,213	13,092
Total ..	50,283	93,660	103,513	53,200	37,505	32,917	30,049	50,594

WORKING DAYS LOST.

Negotiation—								
Direct between employers and employees or their representatives ..	94,400	273,254	241,717	1,289,487	109,601	87,630	54,774	182,260
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	36,937	1,279,258	1,893	2,625	79,872	6,600	20,019
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	38,878	3,261	56,648	23,237	7,423	3,510	58,801
By reference to Board or Court ..	221,769	29,533	56	1,272	252	3,408	6,330	10,474
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,103	3,962	1,882	..	30,317	18,596	15,437	46,814
By Filling Places of Workpeople on Strike or Locked out ..	14,139	266,369	610,686	34,612	27,042	6,874	10,343	138
By Closing down Establishment permanently ..	20,400	750	9,861	80	5,355	44	8,627	4,486
By other methods ..	56,509	96,637	100,004	24,726	37,970	8,451	6,071	41,322
Total ..	623,528	746,320	4,424,179	1,409,718	238,419	212,318	111,892	364,314

(a) See note on page 99.

In each of the years included above, direct negotiation between employers and employees settled the majority of the disputes. In the year 1913, 57 per cent. of the total number of dislocations were settled in this manner, and the percentages in subsequent years varied between 53 in 1923, and 72 in 1933. In connexion with the comparatively large number of disputes classified as settled "By other methods," stoppages of work frequently

occur, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

9. **Interstate Disputes.**—Disputes which extend beyond the limits of a single State, while in some cases of large dimensions, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations and the submission to the principle that the objectives of one section of unionists must not be prejudiced by another section. During the year 1934 there were no stoppages of work which could be considered as interstate disputes.

Particulars of interstate disputes during past years have been published in Labour Report, No. 20, and in previous issues.

§ 2. Fluctuations in Employment.

1. **General.**—The collection by this Bureau of information relating to unemployment was initiated in 1912, when special inquiries were forwarded to officials of trade unions throughout Australia for particulars for that year, and for information relating to previous years, as far back as 1891.

From 1913, information concerning the extent of unemployment of trade unionists has been collected at quarterly periods, and the results of the investigations have been published in the Official Year Book, Quarterly Summary of Australian Statistics, and the Labour Reports. The Bureau is greatly indebted to the responsible officials of the various unions for the kindly readiness with which they supplied available data.

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 400,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, shearers, etc.). Very few unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. The value of the percentages of unemployment derived from Trade Union returns is in the indication they give of the relative intensity of unemployment from time to time. It is believed that they can be taken as a rough index of the percentage of workers unemployed at any time.

Seasonal fluctuations in unemployment have been recorded by collecting returns quarterly since the 1st January, 1913, the yearly figures quoted representing the average of the four quarters.

2. **Unemployment.**—(i) *States, 1934.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical

in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs :—

Unemployment—1934.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	114	188,591	46,581	24.7
Victoria	81	114,699	19,875	17.4
Queensland	46	55,648	6,513	11.7
South Australia	58	29,675	7,584	25.6
Western Australia	61	26,449	4,707	17.8
Tasmania	34	8,973	1,605	17.9
Australia	394	424,035	86,865	20.5

(ii) *Australia*, 1891 to 1935 (3rd Quarter).—The following table gives particulars for Australia for the years 1891 to 1935 (3rd Quarter) in respect of :—

- (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 total number of members.

Unemployment—Australia.

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year	25	6,445	599	9.3
1896 " "	25	4,227	457	10.8
1901 " "	39	8,710	574	6.6
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	5.6
1913 (average for year) ..	462	246,068	16,054	6.5
1914 " "	459	268,938	22,344	8.3
1915 " "	470	276,215	25,663	9.3
1916 " "	473	290,075	16,783	5.8
1917 " "	450	286,811	20,334	7.1
1918 " "	478	299,793	17,536	5.8
1919 " "	464	310,145	20,507	6.6
1920 " "	447	341,967	22,105	6.5
1921 " "	449	361,744	40,549	11.2
1922 " "	445	380,998	35,238	9.3
1923 " "	436	376,557	26,672	7.1
1924 " "	413	397,613	35,507	8.9
1925 " "	380	391,380	34,620	8.8

Unemployment—Australia—continued.

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1926 (average for year) ..	374	415,397	29,326	7.1
1927 " " ..	375	445,985	31,032	7.0
1928 " " ..	375	423,422	45,669	10.8
1929 " " ..	382	424,093	47,359	11.1
1930 " " ..	395	438,874	84,767	19.3
1931 " " ..	397	430,004	117,866	27.4
1932 " " ..	395	415,434	120,454	29.0
1933 " " ..	394	415,305	104,035	25.1
1934 " " ..	394	424,035	86,865	20.5
1932 1st " ..	395	425,094	120,366	28.3
2nd " ..	396	413,742	124,068	30.0
3rd " ..	395	412,997	122,340	29.6
4th " ..	392	409,902	115,042	28.1
1933 1st " ..	394	412,674	109,182	26.5
2nd " ..	394	415,559	106,652	25.7
3rd " ..	394	416,426	104,560	25.1
4th " ..	394	416,560	95,745	23.0
1934 1st Quarter ..	394	422,056	92,297	21.9
2nd " ..	394	422,113	88,413	20.9
3rd " ..	394	425,104	86,652	20.4
4th " ..	396	426,866	80,097	18.8
1935 1st " ..	396	433,116	80,548	18.6
2nd " ..	397	433,254	71,777	17.8
3rd " ..	395	438,216	69,575	15.9

3. Unemployment by Industries.—(i) *Australia, 1934.*—The next table shows the percentages unemployed in industrial groups. Industries in which employment is stable—such as railways, or occupations in which employment is subject to exceptional fluctuations—such as wharf labour, agricultural, pastoral, etc., are insufficiently represented in the returns, owing to the impossibility of securing the necessary information from the trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

Unemployment in Industrial Groups—Australia, 1934.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,755	5,667	30.2
II. Engineering, Metal Works, etc. ..	63	72,198	16,741	23.2
III. Food, Drink, Tobacco, etc. ..	51	35,956	5,947	16.5
IV. Clothing, Hats, Boots, etc. ..	22	36,312	4,881	13.4
V. Books, Printing, etc. ..	13	18,707	2,051	11.0
VI. Other Manufacturing ..	65	39,094	9,507	24.3
VII. Building ..	47	49,207	13,320	27.1
VIII. Mining, Quarrying, etc. ..	21	26,396	7,646	29.0
X. Land Transport other than Railway and Tramway Services ..	12	17,802	3,668	20.6
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	84	109,608	17,437	15.9
All Groups	394	424,035	86,865	20.5

(ii) *Australia, 1912, and Quarterly, 1933 to 1935.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed in the fourth quarter of 1933 up to the third quarter of 1935. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment—Australia, Percentages by Industries.

Industrial Group.	1912.	1933.	1934.				1935.		
	End of Year.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.
Manufacturing—									
I. Wood, Furniture etc. . .	3.7	32.9	31.7	31.1	29.3	28.8	27.4	24.8	22.3
II. Engineering, Metal Works . .	7.4	25.8	24.8	24.2	22.6	21.1	20.2	19.3	15.3
III. Food, Drink, Tobacco, etc. .	7.3	16.5	15.5	17.1	17.9	15.7	14.9	17.9	20.3
IV. Clothing, Hats, Boots, etc. .	6.3	16.1	16.0	12.5	13.8	11.5	13.1	11.4	13.5
V. Books, Printing, etc. . .	2.8	13.2	11.8	11.7	10.8	9.6	8.5	8.0	7.7
VI. Other Manufacturing . .	6.9	30.4	26.8	24.7	24.1	21.8	21.3	19.7	13.2
VII. Building . . .	5.5	32.2	30.8	28.2	26.0	23.4	22.9	21.6	17.5
VIII. Mining, Quarrying, etc. . .	5.6	29.1	27.9	28.3	30.3	29.4	31.5	29.9	28.9
X. Other Land Transport . .	1.1	23.0	22.1	21.1	20.2	19.0	17.5	16.6	14.7
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	5.4	17.1	16.7	16.5	15.9	14.6	14.7	14.3	13.3
AUSTRALIA . . .	5.6	23.0	21.9	20.9	20.4	18.8	18.6	17.8	15.9

4. *Unemployment.—States.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1929 were published in Labour Reports Nos. 1 to 20, and in the Quarterly Summary of Statistics. The following table shows for each State the percentage of members of trade unions returned as unemployed quarterly during the years 1922 to 1935 (3rd Quarter):—

Unemployment—Percentages—Yearly and Quarterly.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1923 Year . . .	9.2	5.4	7.1	4.6	5.7	5.8	7.1
1924 " . . .	12.6	7.1	6.4	4.6	5.5	5.8	8.9
1925 " . . .	11.0	8.6	6.6	4.3	6.1	7.8	8.8
1926 " . . .	7.4	6.4	8.4	5.2	7.1	13.9	7.1
1927 " . . .	7.0	7.4	5.9	7.2	5.4	11.1	7.0
1928 " . . .	11.3	10.9	7.0	15.0	8.2	10.6	10.8
1929 " . . .	11.5	11.1	7.1	15.7	9.9	13.4	11.1
1930 " . . .	21.7	18.3	10.7	23.3	19.3	19.1	19.3
1931 " . . .	30.8	25.8	16.2	32.5	27.3	27.4	27.4
1932 " . . .	32.5	26.5	18.8	34.0	29.5	26.4	29.0
1933 " . . .	28.9	22.3	15.3	29.9	24.8	19.1	25.1
1934 " . . .	24.7	17.4	11.7	25.6	17.8	17.9	20.5
1931 1st Quarter . . .	29.2	24.4	14.1	30.6	26.1	26.6	23.8
2nd " . . .	30.7	26.5	16.1	34.4	27.1	27.3	27.6
3rd " . . .	31.6	26.8	16.9	33.3	27.9	27.3	28.3
4th " . . .	31.5	25.6	17.5	33.7	28.1	28.4	28.0
1932 1st " . . .	31.8	26.0	18.2	33.1	28.6	27.3	28.3
2nd " . . .	33.2	27.7	19.9	33.2	30.3	27.4	30.0
3rd " . . .	33.0	27.0	19.5	33.4	30.1	26.9	29.6
4th " . . .	31.9	25.2	17.9	32.2	28.9	23.8	28.1
1933 1st " . . .	30.2	23.9	16.7	30.5	27.1	19.8	26.5
2nd " . . .	29.6	23.0	15.6	30.0	26.0	19.0	23.7
3rd " . . .	28.8	22.5	15.1	30.3	25.6	19.8	23.1
4th " . . .	27.0	19.9	13.8	28.9	20.5	18.2	23.0
1934 1st " . . .	25.8	18.6	13.7	28.3	19.5	17.7	21.9
2nd " . . .	25.0	18.0	12.7	23.4	18.3	17.9	20.9
3rd " . . .	24.5	17.5	11.4	25.4	17.2	18.9	20.4
4th " . . .	23.5	15.3	9.1	23.0	16.3	17.0	18.8
1935 1st " . . .	23.6	15.0	9.8	20.7	15.4	16.7	18.6
2nd " . . .	22.7	15.0	8.6	18.9	13.9	16.4	17.8
3rd " . . .	19.1	14.8	8.5	16.3	12.5	16.7	15.9

5. Causes of Unemployment.—In earlier issues of the Labour Report tables were published showing the percentage of members of unions unemployed through—(a) lack of work; (b) sickness and accident; and (c) other causes. The returns from trade unions for past years show that while the percentage unemployed through lack of work has varied considerably according to the state of trade during the period, the percentages of members unemployed through sickness and accident, and through other causes, have remained uniform at 0.7 per cent. and 0.2 per cent., respectively.

6. Seasonal Employment in Australia.—An investigation concerning the extent of seasonal employment in Australia was made in 1928. The State Statisticians were invited to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations, and from the reports received, supplemented by information from other sources, particulars were published in Labour Report, No. 19. The result of inquiries concerning the organization of public works in connexion with unemployment was also published in Labour Report, No. 19.

7. Special Legislation for Relief of Unemployment.—(i) *General.*—The position in regard to unemployment in Australia became so serious in 1930 that the usual methods of providing funds for relief work and sustenance were found to be inadequate. The number of unemployed increased rapidly, and the Governments realized that special action was needed to provide additional funds to relieve the distress.

The steps taken by the Governments to provide money for the relief of unemployment, and the legislation enacted in the years 1930 to 1933 for that purpose are briefly reviewed in the three preceding issues of the Annual Labour Report.

Unfortunately, the provision made proved inadequate to meet the situation, as the number of unemployed increased in 1931 and 1932. The Acts in operation were amended, and higher rates of special taxation were imposed. In the following statement the Acts which came into force in 1932, 1933 and 1934 are briefly reviewed.

(ii) **COMMONWEALTH.**—(a) *General.*—The contribution of the Commonwealth Government to the alleviation of distress due to unemployment was mainly in the form of direct grants and loans to the States, particulars of which will be found under paragraph 9 (i) of this section. The only persons for whom the Commonwealth was directly responsible were the unemployed in the Northern, Federal Capital, and Mandated Territories, references to which appear hereinafter.

(b) *Commonwealth Advisory Committee on Employment.*—An Advisory Committee, consisting of five members, was appointed by the Commonwealth Government in September, 1932. One of the functions of the Committee was the preparation of the agenda for Premiers' Conferences and the following up of decisions and undertakings. The operations of the committee were not to interfere with or hamper State activities, but to render all possible assistance to the States. At the first meeting of the Committee, held on the 28th September, 1932, the Minister in charge of Development stated that the Premiers' Conference had decided that a special loan programme of £7,000,000 should be carried out as part of a three-year plan to provide £15,000,000 for reproductive works.

With a view to taking a larger interest in solving the problem of getting the workers back into employment, the Government on 9th November,

1934, appointed the Honorable (afterwards Sir) F. H. Stewart, M.P., as Parliamentary Under-Secretary for Employment, and the Advisory Committee referred to above has consequently ceased to function.

(iii) *New South Wales*.—Legislation passed in 1932 to 1934 was as follows:—*Unemployment Relief Tax Act*, No. 16 of 1932; *Prevention and Relief of Unemployment (Amendment) Acts*, Nos. 5, 15, 22, and 56 of 1932; *Finances Adjustment Act*, No. 27 of 1932; *Finances Adjustment (Relief of Unemployment and Public Service Salaries) Act*, No. 3 of 1933; *Unemployment Relief Tax Act*, No. 4, 1933; *Taxation Reduction Act*, No. 11, 1933; *Special Income and Wages Tax (Management) Act*, No. 13, 1933; *Housing of the Unemployed Act*, No. 4, 1934; *Housing of the Unemployed (Grant) Act*, No. 5, 1934; and *Prevention and Relief of Unemployment (Amendment) Act*, No. 25, 1934.

The Unemployment Relief Tax was discontinued on 30th November, 1933, and replaced by a Wages Tax on income from employment and a Special Income Tax on income from other sources. The Unemployment Fund into which the proceeds of this tax were paid was merged with the Consolidated Revenue Fund as from 1st July, 1932.

The Wages Tax is as follows:—40s. and under, Nil; over 40s. to 50s., 9d.; over 50s. to 60s., 1s. 3d.; over 60s. to 70s., 1s. 9d.; over 70s., 1s. on first £2, plus 1d. on each 2s. 6d. of next £2, plus 1d. on each 2s. of the balance.

The rate of Special Income Tax is 6d. in the £ on first £60; 8d. in the £ on second £60; and 10d. in the £ on the balance. Where the income is derived partly from wages and partly from other sources the rate is calculated in regard to total income. Persons residing in Australia whose income from all sources does not exceed £100 per annum are not required to pay the tax.

(iv) *Victoria*.—The only legislation passed in 1934 was as follows:—*Unemployment Relief Act (Rates) Act*, No. 4242, 1934, and *Unemployment Relief Loan and Application Act*, No. 4244, 1934.

The rates of tax are on a sliding scale according to salary, commencing at a rate of 1.2d. in the £ for incomes of £52 to £103 per annum; 3.24d. from £104 to £207; 4.05d. from £208 to £312; and so on up to a maximum rate of 14.22d. for incomes in excess of £3,000.

(v) *Queensland*.—Legislation dealing with this subject was not passed in 1934–35, but in the Order-in-Council extending the Acts for a further period of twelve months to 30th June, 1935, provision was made for rebate of tax where amount of income received over maximum specified for each grade involved the payment of more tax than the actual amount of increased income received by the individual.

The existing rates of taxation are 3d. in the £ up to £104 per annum; 6d. over £104 to £208; 9d. over £208 to £499; and 1s. over £499. Flat rates also apply in certain cases, e.g., 9d. in the £ in respect of seasonal workers, and 6d. in the £ for casual workers, &c.

(vi) *South Australia*.—Legislation covering special taxation for unemployment relief has not been enacted, the necessary funds being voted by Parliament from revenue.

(vii) *Western Australia*.—Legislation dealing with this subject was not passed in 1932 to 1935. Special taxation has not been imposed, all money for the purpose being provided by the Government, Municipal Authorities and other bodies. There is a Hospital Tax of 1½d. in the £1 applicable to all

incomes over £1 per week (from 1st December, 1932). An amendment of the *Financial Emergency Tax Assessment Act*, 1932, provides for a graduated tax of 4d. to 9d. in the £ from 1st October, 1933, exemption being granted to all persons having an income of under 30s. per week, and to persons with dependents having an income of under £187 per annum.

(viii) *Tasmania*.—Legislation passed in 1933 and 1934 comprised the *Public Works (Unemployment Relief) Act*, No. 2 of 1933; the *Unemployed (Assistance to Primary Producers) Relief Act*, No. 4 of 1933; the *Public Works (Unemployment Relief) Execution Act*, Nos. 2 and 3, Nos. 11 and 53, 1933; *Unemployed (Assistance to Primary Producers) Relief Act*, No. 10, 1933; *Unemployment Relief (Appropriation) Act*, No. 6, 1934; *Unemployed (Assistance to Primary Producers) Relief Act*, No. 82, 1934; and *Unemployment (Federal Grant) Relief Act*, No. 91 of 1934.

The rates of special taxation for unemployed relief are—4d. in the £ on the first £312; 5d. on £313 to £519; 9d. on £520 to £1,500; 1s. over £1,500. Although this tax is nominally an Income Tax, the receipts are largely utilized for unemployment relief purposes.

8. Unemployment Relief—Sustenance Rates.—(i) *New South Wales*.—The Unemployment Relief Council allocates moneys for approved schemes for the absorption of persons out of work. The labour for relief works is engaged usually through the Labour Exchanges organized in the Department of Labour and Industry. The distribution of food relief and other charitable assistance is undertaken by the Department of the Chief Secretary under the supervision of the Director of Charitable Relief. The method of distributing food relief by means of orders to suppliers introduced in 1932–33 is still in operation.

The following statement shows the value of food relief orders for the various family units, and the working time and wages in respect of emergency relief work which is substituted for sustenance where practicable:—

Family Unit.	Scale.	Per fortnight.			
		Food Relief.		Emergency Relief Work.	
		Limit of Income.	Value (Metropolitan).	Work Time.	Earnings.
		£ s. d.	£ s. d.	Hrs.	£ s. d.
Single Adult	A	1 5 0	0 13 0	14	1 3 11
Married Couple	B	2 0 0	1 1 6	24	2 1 0
" " 1 child	B1	2 10 0	1 13 6	30	2 11 3
" " 2 children	B2	3 0 0	1 19 6	32	2 14 8
" " 3 children	B3	3 5 0	2 5 6	36	3 1 6
" " 4 children	B4	3 10 0	2 11 6	40	3 8 4
" " 5 children	B5	3 15 0	2 17 6	44	3 15 2
" " 6 children	B6	4 5 0	3 3 6	48	4 2 0
" " 7 children	B7	4 15 0	3 9 6	52	4 8 10
Each Additional Unit .. ..	..	0 10 0	0 6 0	4	0 6 10

The foregoing scales of food relief date from 3rd May, 1934, when the rates were increased. The wages for emergency relief work were increased on 4th March, 1935. Where there were unemployed children between the

ages of fifteen and twenty years in a family the parents' working time may be extended by eight hours per fortnight. The emergency relief work to which the foregoing scale of working time and wages applies is undertaken by the councils of the municipalities and shires.

The Unemployment Relief Council provides the moneys for the payment of wages and subsidizes the councils at the rate of 10 per cent. of the wages and the councils pay all other costs. Works for the purposes (usually drainage work) have been undertaken also by the Department of Public Works; and in such cases the Unemployment Relief Council provides all the moneys.

(ii) *Victoria*.—Sustenance payments are locally administered by Public Assistance Committees appointed under Act 4079 by the councils of the respective municipalities in which they are to function. The system of "working for sustenance" which was in operation in isolated instances only, was generally instituted on 3rd July, 1933.

The maximum income and allowance at 13th May, 1935, under the system are as follow :—

Family Unit.	Sustenance not granted if Family Income exceeds per week.	Maximum Weekly Sustenance.		
		Unemployables for whom sustenance specially approved.	Employable Applicant for whom work for sustenance is not provided.	Employable male working for sustenance.
(1)	(2)	(3)	(4)	(5)
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Itinerant unemployed male ..	10 0	..	10 0	16 0
Approved prospector ..	12 0	..	10 0	..
Individual residing with strangers or relatives (other than parents) unable to support him or her ..	12 0	6 0	10 0	16 0
Single unemployed, employable male, 21 years or over, member of family in receipt of sustenance	(a)	..	5 0	10 0
				(b)
Two	20 0	9 0	17 0	28 0
Three	25 0	11 6	19 6	30 0
Four	27 6	14 0	22 0	33 0
Five	30 0	16 6	24 6	35 6
Six	32 6	19 0	27 0	38 0
Seven	35 0	21 6	29 6	40 6
Eight	37 6	24 0	32 0	43 0
Nine	40 0	26 6	34 6	45 6
Ten	42 6	29 0	37 0	48 0

(a) In accordance with family unit of which he is a member.

(b) An additional 2s. 6d. is granted for (a) each unemployed male dependent 16 years and under 21; (b) each unemployed female child of 16 and over residing with the applicant, provided that the weekly value of sustenance does not exceed 50s. Total income plus sustenance received by all members of a family unit must not exceed 65s. per week.

Where practicable and advisable the payments in Column (4) may be made in cash.

To conform to the table indicated above, the number of hours to be worked by the applicant is computed by dividing the amount of sustenance he is entitled to receive per week by the hourly basic wage prevailing in the municipality in which he resides. With the exception of four or five industrial municipalities in the metropolitan area, all male applicants in receipt of sustenance are employable within their own municipalities on municipal work that would not ordinarily be undertaken as part of the municipal programme. The performance of work in return for sustenance must not entail the dismissal of any person ordinarily employed by the municipality.

In both municipal and governmental work in return for sustenance, the usual arrangement provides for the employment of the men for continuous periods equivalent to the amounts they are entitled to receive for two weeks' sustenance. For instance, an applicant with a classification of man, wife and two children, is entitled to sustenance, if working in return therefor, at the rate of 33s. per week. He would thus be employed for a period which would enable him to earn 66s., representing two weeks' sustenance. If the basic wage were 11s. per day he would work for six days and would again be called up at the expiration of the period which the amount of wages represented in weeks at the sustenance rates he is entitled to receive.

In addition to relief in the form of sustenance, assistance is afforded by employment on unemployment relief works undertaken by governmental departments and various public authorities, including charitable institutions, municipal councils, sewerage authorities and waterworks trusts.

Under existing unemployment relief work conditions, men upon whose earnings other persons are ordinarily dependent for support, receive employment for 48 hours each week for eleven weeks if they are unable to return to their homes each night, and 44 hours each week for eight weeks, if they are able to return to their homes each night. Men upon whose earnings no other persons are ordinarily dependent for support receive 24 hours work each week, for twelve weeks if camped out, and for eight weeks if they are able to return to their homes each night.

The great bulk of these workers are employed on works of classes which are ordinarily governed by the provisions of the Australian Workers' Union (Construction) Award No. 70 of 1929. The rate of pay for such workers employed on relief works is the lowest base wage prescribed in the Award, viz., 11s. per day, plus the prescribed margins for work requiring more than the ordinary skill, and in addition men camped out receive a camping-out allowance of 1s. for each day in respect of which they are required to hold themselves in readiness for work.

(iii) *Queensland*.—The Intermittent Relief Scheme, which is operative in all the larger towns of the State, provides work through Local Authorities and Government Departments for all persons eligible to draw food relief. Destitute persons in centres where Intermittent Relief work is not operating draw food relief. The classification of the family units and amounts allotted thereto are shown in the following table:—

Weekly Ration Scale, Family Units, Number of Work Days and Total Amount of Pay as from 15th September, 1933.

Weekly Ration Scale, if not on Relief Work.	Family Unit.	Work Days.	Total Amount of Pay when Work Provided.
<i>s. d.</i>			<i>s. d.</i>
10 0	One person	1	13 6
14 6	Man and wife	1½	20 3
18 0	Man, wife and 1 child	2	27 0
21 6	Man, wife and 2 children	2	27 0
25 0	Man, wife and 3 children	2½	33 9
28 6	Man, wife and 4 children	3	40 6
32 0	Man, wife and 5 children	3	40 6
35 6	Man, wife and 6 children	3½	47 3
39 0	Man, wife and 7 children	4	54 0
42 6 (maxl.)	Man, wife and 8 children	4	54 0
6 0	Single man, woman, Widower or Widow .. ..	..	..
13 0	Woman and 1 child .. ..	..	..
16 6	Woman and 2 children .. ..	..	..
20 0	Woman and 3 children .. ..	..	..
23 6	Woman and 4 children .. ..	..	..
27 0	Woman and 5 children .. ..	..	..
30 6	Woman and 6 children .. ..	..	..
34 0	Woman and 7 children .. ..	..	..
37 6	Woman and 8 children .. ..	..	..
41 0	Woman and 9 children or more .. ..	..	..

(a) Or widower plus one additional child to those scheduled.

The above rates of pay, when work is provided, are increased in the northern and western parts of the State by the addition of the parities provided in the basic wage declaration.

(iv) *South Australia*.—Food relief is controlled by the Unemployment Relief Council.

The approximate value of food relief orders for the various family units is as follows:—

Family Unit.	Per Week. <i>s. d.</i>
Single person	5 3
Man and wife	10 6

For each child in the home, the following values are granted, viz.:—

13 years and over	5 3
Over 9 years and under 13	5 0
„ 6 „ „ „ 9	4 4
„ 3 „ „ „ 6	4 2
„ I „ „ „ 3	3 5

Married men are granted 1 cwt. of firewood weekly—an extra ½ cwt. per week being allowed during the winter months. Infants not naturally fed are supplied with fresh milk and special foods.

Recipients of relief in several districts in the State work out the value of their rations, and to this is added a subsidy ranging from 25 per cent. to 100 per cent. The rationees receive a subsidy in cash and, in some instances, the ration value in cash; while in others, they receive a cash subsidy and the ordinary rations. The rate of pay for these workers is not varied from the Basic Wage or the Award Rate applying to the particular class of work being undertaken.

There are no persons engaged in established relief works in this State. Relief works generally have been undertaken with funds made available to this State from Federal Grants. The work undertaken is mostly maintenance and road work in the various districts, and has been carried out under the supervision of local governing bodies.

(v) *Western Australia*.—Relief is granted to unemployed married men at the rate of 7s. per member of the family per week, with a maximum amount of 49s. per week, of which 2s. in cash is paid in respect of each 7s. Children over fourteen years of age are not eligible. Single men are given part-time employment at Arbitration rates enabling them to earn at the rate of 30s. per week. If incapable of work, meal tickets are provided and the men are billeted in approved lodging houses. Single girls and women receive food relief to the value of 7s. per week.

From the 1st August, 1933, employment upon relief works has been on a rotary basis, which provides four weeks' full-time work followed by further full-time work equivalent in value to that of the periods of sustenance, set out in Column "B" hereunder, and, since 11th March, 1935, in the case of the first three groups, by still further full-time work, as indicated in Column "C".

Rate of Sustenance per week.	Period of Rotation.	Employment on Relief Work.		
		Full-time work.(b)	Further full-time work (b) equivalent to value of the under-mentioned.	Further full-time work (b) additional to "B," to value of—
		"A."	"B."	"C."
(a)				
s. d.	weeks.	weeks.	weeks' sustenance.	s. d.
14 0	11	4	7	82 6
21 0	10	4	6	40 0
28 0	9	4	5	27 0
35 0	8	4	4	—
42 0	7	4	3	—
49 0	7	4	3	—

(a) Starting with a married couple each successive rate represents the addition of one child.

(b) At Arbitration rates.

Note—After completion of "A," "B" and "C," no further work or sustenance is available until the elapse of the rotation periods shown, dating from commencement of "A".

(vi) *Tasmania*.—The following scale of sustenance rates came into operation on 30th July, 1935 :—

Family Unit.	Cities and Suburbs.			Country Districts.(a)		
	Sustenance.	Sustenance Work.		Sustenance.	Sustenance Work.	
	Dole per week.	Hours of Work.	Payment for Work.	Dole per week.	Hours of Work.	Payment for Work.
	s. d.		s. d.	s. d.		s. d.
Single person	10 0	9½	13 4	10 0	8½	12 2
Married couple	18 0	17	24 5	14 0	11½	16 0
" " with 1 child ..	21 3	20	28 9	17 0	14½	20 3
" " " 2 children ..	24 6	23	33 0	20 0	17½	24 5
" " " 3 " ..	27 9	26	37 4	23 0	20½	28 3
" " " 4 " ..	31 0	29	41 8	26 0	23	32 1
" " " 5 " ..	34 3	32	46 0	29 0	26	36 3
" " " 6 " ..	37 6	35	50 4	32 0	29	40 5
" " " 7 " ..	40 9	38	54 8	35 0	31	42 3
" " " 8 " ..	44 0	41	58 11	35 0	31	42 3
" " " 9 " ..	44 0	41	58 11	35 0	31	42 3

(a) Excluding Glenorchy and Clarence which are treated as suburbs of Hobart.

NOTE.—When work for sustenance is performed payment is made in cash. When no work is performed sustenance orders on the various storekeepers are issued to the man.

Arrangements are made with Municipal Councils whereby men in receipt of sustenance perform a certain number of hours work each week and receive payment in cash. The Council is reimbursed the wages paid by submitting a claim to the Social Services Department. The work to be provided by such Councils to be in addition to that which would ordinarily be undertaken. The Councils not to reduce the annual votes for works because of the extra items, also not to displace any permanent employees. The men to be employed at the basic rate of pay, for a sufficient number of hours each week to cover the amount of sustenance authorized by the Department. The Councils to provide supervision, tools and equipment; also material required for the work.

(vii) *Federal Capital Territory*.—The original practice of granting rations was changed to a scheme of payment of the equivalent cash to that previously received in food value. The scale of sustenance per week, and the earnings under the scheme now in operation are shown below :—

Family Unit.	Scale of Sustenance per week.	Maximum Earnings Allowed.*
	s. d.	s. d.
Single person	6 5	34 0
Man and wife	9 11	80 0
Man, wife and one child ..	15 10	80 0
Man, wife and 2 or 3 children	20 9	104 0
Man, wife and 4 or 5 children	24 6	126 0 ^(a)
Man, wife and 6 children ..	24 11	172 0
Man, wife and 7 children ..	28 3	195 0
Man, wife and 8 children ..	28 8	218 0

* Per period of four weeks.

(a) 149s. for 5 children.

The earnings are taken over a period of four weeks, and no relief is granted when they exceed the amounts mentioned during such period taken as a whole.

The scheme for the alleviation of distress from unemployment in the Territory has, since 1st October, 1934, been based on an average allotment of relief work of one week in two for married men, and one week in four for single men. The allotment is made irrespective of the sizes of families, the differences in domestic conditions as regards individuals being remedied by the scheme of graduated income standards and ration scale. Additional funds occasionally make it possible to increase the ratios mentioned above.

(viii) *Northern Territory*.—Rations are issued only to sick persons, women and children, and to the aged and infirm. Married men are required to perform work to the value of 25s. (approximately 1½ days) per week and single men to the value of 15s. (approximately 1 day) per week. Relief is restricted to persons who were residing continuously in the Territory for three years prior to the date of application. Concessions are granted in regard to such matters as hospital treatment, burials, fares out of Territory, repatriation of aged Chinese, &c.

(ix) *Summary for all States and Territories*.—The following is a summary of the foregoing rates of unemployment relief in all States and Territories for the "family units" shown:—

UNEMPLOYMENT RELIEF.

Summary of Rates Operative in the various States and Territories. I. Sustenance Rates (for work).

(PER WEEK.)

State.	Single Man.	Married Man	Married Man and—		
			One Child.	Two Children.	Three* Children.
	s. d.	s. d.	s. d.	s. d.	s. d.
New South Wales ..	12 0	20 6	25 8(a)	27 4(a)	30 9(a)
Victoria ..	16 0(b)	28 0	30 6(c)	33 0(c)	35 6(c)
Queensland ..	13 6	20 3	27 0(d)	27 0(d)	33 9(d)
South Australia (e) ..	..	..	..	..	..
Western Australia ..	30 0	42 0(f)	47 2(f)	53 8(f)	57 7(f)
Tasmania ..	13 4	24 5	28 9	33 0	37 4
Northern Territory ..	15 0	25 0	..	..	..
Federal Capital Territory	21 0	42 0	42 0(g)	42 0(g)	42 0(g)

* Similarly graduated scales (up to fixed maxima) for larger families.

(a) Where unemployed children of 15 to 20 years in family, an additional 8s. per week.

(b) Single employable male 21 or over, member of family in receipt of sustenance—10s.

(c) 2s. 6d. extra for each unemployed male dependent child 16–20 years, or each unemployed female child or dependent 16 years or over residing with applicant provided value of sustenance does not exceed 50s. per week.

(d) Or widower and additional child to those shown.

(e) See note (d) to Table II.

(f) Work on rotational basis of eleven weeks, and rates represent average payments per week.

(g) Graduated income scale "for sustenance" permits of increased payments for larger families

II. Sustenance Rates (without work.)

(PER WEEK.)

State.	Single Man.	Married Man.	Married Man and—		
			One Child.	Two Children.	Three* Children.
	s. d.	s. d.	s. d.	s. d.	s. d.
New South Wales ..	6 6	10 9	16 9	19 9	22 9
Victoria ..	10 0 ^(a)	17 0 ^(b)	19 6 ^(b)	22 0 ^(b)	24 6 ^(b)
Queensland ..	10 0	14 6 ^(c)	18 0 ^(c)	21 6 ^(c)	25 0 ^(c)
South Australia (d) ..	5 3	10 6	14 0 ^(e)	14 10 ^(e)	15 6 ^(e)
Western Australia ..	(f)	14 0	21 0	28 0	35 0
Tasmania ..	10 0	18 0	21 3	24 6	27 9
Northern Territory ..	(g)	(g)	(g)	(g)	(g)
Federal Capital Territory	6 5	9 11	15 10	20 9	20 9

* Similarly graduated scales (up to fixed maxima) for larger families.

(a) Unemployables residing with those unable to support—6s.

(b) See note (c) to Table I. Unemployables 8s. less than rates shown.

(c) Or Widower and additional child to those shown.

(d) Recipients work out value of rations (at Arbitration rates) to which is added subsidy ranging from 25 per cent. to 100 per cent.

(e) Rates vary according to ages of children.

(f) Meal tickets provided and billeted in approved lodging houses if incapable of work.

(g) Rations only issued to sick persons, women and children.

9. Unemployment Relief Funds.—(i) *Commonwealth*.—The Commonwealth Government made available to the States in 1929-30 from the Federal Aid Roads Account the sum of £1,000,000, appropriated by Act No. 55 of 1930, for the relief of unemployment; and further supplemented this amount by £750,000 in 1930-31; £304,000 in 1931-32. The *Loan (Unemployment Relief Works) Act*, No. 9 of 1932, authorized the raising of money to the amount of £1,800,000 for assisting the States in the relief of unemployment. The money was to be free of interest, and the amounts allotted to the States were as follows:—New South Wales, £600,000; Victoria, £475,000; Queensland, £310,000; South Australia, £195,000; Western Australia, £145,000; Tasmania, £75,000. The payments were conditional on the expenditure being on approved reproductive works, and on the States providing equivalent amounts. The required sum was borrowed by the Commonwealth from the Commonwealth Bank, and the States borrowed £1,200,000 from the same source, making a total of £3,000,000 available for the purpose indicated. The amount of £600,000 granted to New South Wales was distributed by the Commonwealth and was not subject to the £1 for £1 condition. In December, 1932, the Government allocated a further £100,000 to the States' for expenditure on Commonwealth works, in order to mitigate the condition of the workless at the Christmas season; £300,000 (from Loans) in 1933-34. For the year 1934-35, the expenditure from Revenue was £161,000. During 1934-35 the *Loan Appropriation (Unemployment Relief) Act*, No. 66 of 1934 was passed appropriating moneys for assisting the States in the re-employment of men, by means of public works and assistance to the metalliferous mining industry. This Act was amended by Act No. 2 of 1935 to include assistance in connexion with forestry works.

The amounts appropriated for the States by the *Loan Appropriation (Unemployment Relief) Act 1934-35* were—

State.	For Public Works.	For Metalliferous Mining.	For Forestry.	Total.
	£	£	£	• £
New South Wales	350,000	42,500	50,000	442,500
Victoria	225,000	50,000	100,000	375,000
Queensland	125,000	70,000	30,000	225,000
South Australia	125,000	33,500	17,000	175,500
Western Australia	125,000	62,000	100,000	287,000
Tasmania	50,000	25,750	25,000	100,750
Total	1,000,000	283,750	322,000	1,605,750

The Grants to the States for mining are subject to £1 for £1 contribution in respect of part thereof, and the grants for forestry are subject to each State (except South Australia and Tasmania) spending an amount equivalent to the sum received from the Commonwealth.

In addition to assistance to the States, the *Loan Appropriation (Unemployment Relief) Act 1934-35* appropriated the following amounts for direct expenditure by the Commonwealth—

	£
On Public Works	400,000
In assistance to the metallurgical mining industry	50,000
For Forestry works	9,000

(ii) *New South Wales*.—The receipts and expenditure in connexion with the Unemployment Fund in this State during the years 1930-31 to 1934-35 were as follow :—

Year.	Receipts. £	Expenditure. £
1930-31	4,377,835	4,357,085
1931-32	6,042,256	6,105,452
1932-33	6,736,923*	3,995,362
1933-34	5,274,475*	1,907,563
1934-35 (Estd.) ..	5,289,189*	1,351,676

* Represent receipts from Special Income and Wages Tax, repayment of Advances, &c., from which family endowment allowances and expenditure on other social services are also met.

(iii) *Victoria*.—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1930-31 to 1934-35 :—

Year.	Receipts. £	Expenditure. £
1930-31	1,234,462	1,339,240
1931-32	1,622,400	1,625,460
1932-33	1,730,867	1,569,356
1933-34	1,615,371	1,766,872
1934-35	1,685,298	1,898,132

(iv) *Queensland*.—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1930-31 to 1934-35 were as follow :—

Year.	Receipts. £	Expenditure, £
1930-31 ..	702,640	700,112
1931-32 ..	1,089,645	1,200,674
1932-33 ..	1,806,010	1,771,111
1933-34 ..	1,967,942	1,903,888
1934-35 ..	2,425,917	1,674,393

In addition to the above, the Queensland Unemployment Insurance Fund, which is maintained by the joint contributions from employers, workers, and Government, provides moneys for the relief of the unemployed. In 1934-35 the expenditure from the Fund was £401,687, of which £386,478 represented sustenance payments.

(v) *South Australia*.—There is no special unemployment taxation in this State. The moneys required for the relief of unemployment are provided from General Revenue. In addition the Minister may issue licences to charitable organizations to raise money for the relief of unemployment in their districts. The total expenditure on Unemployment Relief (excluding Children's Welfare and Public Relief) during 1930-31 was £716,244; during 1931-32, £852,059; during 1932-33, £622,331; during 1933-34, £534,418; and during 1934-35, £483,436.*

(vi) *Western Australia*.—Special unemployment taxation is not levied in this State. Amounts required for sustenance and general relief of destitution are provided by the Government from Consolidated Revenue. In 1930-31 sustenance payments amounted to £436,146 and expenditure on relief works to £149,455, and in 1931-32, expenditure on sustenance was £643,996 and on relief works £1,202,547. In 1932-33 expenditure on sustenance amounted to £346,956 (of which £149,833 was for sustenance work) and on reproductive relief work to £1,183,864. In 1933-34 the expenditure from Revenue was £232,192, representing £176,203 for rations and lodging; £49,239 on sustenance work; £2,274 for grants to institutions; and £4,476 on firewood and miscellaneous; and on reproductive relief work, £1,884,897. In 1934-35 the expenditure from Revenue amounted to £72,497, consisting of £52,748 for rations and lodgings; £16,195 on sustenance work; £481 for grants to institutions; and £3,073 on firewood and miscellaneous; and the expenditure on reproductive relief work was £2,077,326.

(vii) *Tasmania*.—Receipts for the relief of unemployment are now obtained from a special tax and a tax on wages, the amount received in 1933-34 being £215,000; and in 1934-35, £255,452. The amounts expended during the last five years on relief work and sustenance for the unemployed and the receipts over the same period are as follow :—

Year.	Receipts. £	Expenditure. £
1930-31 ..	..	51,800
1931-32 ..	..	70,000
1932-33 ..	..	69,892
1933-34 ..	215,000	168,350
1934-35 ..	255,452	210,491‡

‡ Estimated.

* Expenditure by Public Relief Department on Sustenance to Destitute, probably also Unemployment Relief during 1934-35, £119,445, in addition £11,686 was spent in sustenance for children under Part II., Division III., Maintenance Act.

The amount of £210,491 estimated for 1934-35 consists of £76,810 for relief work and £133,681 for sustenance (wages and provisions).

(viii) *Federal Capital Territory*.—There is no special taxation for the relief of unemployment, but the Commonwealth Government credited a Trust Fund with £15,000 at the end of 1931-32, in addition to meeting its ordinary obligations for relief from revenue, special loans, &c. The expenditure in 1932-33 amounted to £67,580, and a substantial amount of relief was also provided from the Additions-New Works Estimates as well as the General Maintenance Estimates. The expenditure in 1933-34 amounted to £2,738 on the alleviation of distress including ration relief and £1,473 on relief works, but in addition the ordinary revenue and loan votes for Additions, New Works, Buildings, etc., provided work for the unemployed, but the amount spent in this was is not readily available. The corresponding expenditure in 1934-35 was £2,405 and £17,719 respectively.

(ix) *Northern Territory*.—Special funds are provided for unemployment relief in the estimates of expenditure for the Territory. The expenditure in 1932-33 was £10,828, and for 1933-34, £7,324; while for 1934-35 it amounted to £3,678.

(x) *Loan Expenditure*.—In addition to expenditure from ordinary revenue, a large amount was also expended in the various States from Loan funds, but owing to the complication of moneys being advanced by the Commonwealth to the States; expenditure by the Commonwealth in the States; and the difficulty of stating the extent to which the ordinary Loan programmes of the States relieved unemployment, it is almost impossible to publish satisfactory figures for the past five years, 1930-31 to 1934-35. In 1934-35, the Commonwealth Loan Appropriations amounted to £3,919,000, which includes the grants to States for Works, Mining and Forestry, amounting to £1,605,750, referred to in (i) *ante*. The Gross Loan Expenditure on Works, &c., by the States amounted to £23,819,000, but the most that can be claimed for such expenditure in connexion with the relief of unemployment is that had it been curtailed on the grounds of financial stringency, unemployment would undoubtedly have been greater.

10. **Numbers in Receipt of Sustenance.**—The number of persons in receipt of unemployment relief in its various forms cannot be accurately determined, but the following statement shows the "family" units* in receipt of or working for sustenance in the various States at the 30th June, 1935:—

State.				
New South Wales	..	..	..	67,083
Victoria	..	..	..	25,703
Queensland	..	..	..	27,773
South Australia	..	..	..	13,173
Western Australia	..	..	..	857
Tasmania	..	..	..	1,882
Northern Territory	..	..	..	82
Federal Capital Territory	..	..	..	680
Total	..	..	..	137,233

* The figures are exclusive of dependants, as complete figures are not available for all States and Territories.

In addition to the above, large numbers of workers were engaged on "relief" works, mostly on a "rotational" system, either directly employed by the various governments or through local government authorities. As the cost was made a charge against the ordinary votes for works and services and loan appropriations, it has not been possible to secure satisfactory information in regard to the actual numbers involved.

§ 3. State Free Employment Bureaux.

1. **General.**—There is considerable diversity in the scope of the several State Employment Bureaux, as well as in the methods adopted for registration of applicants for employment. Information in regard to these Bureaux was published in Labour Report, No. 19. Details were given concerning systems of registration of applicants for employment, selection of applicants for vacant positions, granting sustenance and food relief, and other matters. In Labour Report No. 20, particulars relating to the organization of the State Free Labour Bureaux in the several States were given.

The work of the State Employment Bureaux greatly increased in 1930 owing to the abnormal amount of unemployment. The peak number of applications for work was, however, received in the first quarter of 1931. Skilled and semi-skilled workers, who in the past had not availed themselves of the services of the Bureaux, registered for relief work, as there was little prospect of employment in their usual occupations. Special legislation in 1930 for the relief of unemployment provided that registration at the Bureaux was essential before relief work or sustenance could be obtained, and resulted in increased registrations for employment.

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers received at the State Free Labour Bureaux in the various States in the years 1930 to 1934. The number of positions to which workpeople were sent is also shown. The figures relating to applications for employment received do not, however, necessarily represent the number of individuals applying for employment, since the same persons may apply more than once in the twelve months:—

State Free Employment Bureaux—Summary, Australia.

Year.				Applications for Employment received.	Applications from Employers received. (a)	Positions filled.
1930	..	..	..	668,506	143,219	154,923
1931	..	..	..	838,481	104,353	129,451
1932	..	..	..	741,224	124,553	137,044
1933	..	..	..	671,175	183,052	192,772
1934	..	..	..	548,270	142,854	153,176

(a) Exclusive of Tasmania.

3. Details for each State.—The next table shows the number of applications for employment and from employers, and the number of positions filled in each State in the year 1934 :—

State Free Employment Bureau.—Summary, 1934.

State.	Applications for Employment received.	Applications from Employers received.	Positions filled.
New South Wales	121,656	94,236	92,158
Victoria	59,914	10,246	10,246
Queensland	140,146	27,591	27,591
South Australia	199,756	4,379	4,379
Western Australia	14,287	6,402	6,452
Tasmania	12,511	(a)	12,350
Total	548,270	142,854(b)	153,176

(a) Particulars not available. (b) Exclusive of Tasmania.

4. Details in Industrial Groups.—The next table gives details for the years 1933 and 1934 in industrial groups :—

State Free Employment Bureau.—Summary, Industrial Groups, Australia.

Industrial Group.	1933.			1934.		
	Applications for Employment received.	Applications from Employers received. (a)	Positions filled.	Applications for Employment received.	Applications from Employers received. (a)	Positions filled.
I. Wood, Furniture, Sawmill, Timber Works, etc. . . .	7,078	879	902	6,013	656	706
II. Engineering, Metal Works, etc. . . .	22,335	1,079	1,396	19,324	962	1,288
III. Food, Drink, Tobacco, etc. . . .	6,523	898	1,278	5,298	721	983
IV. Clothing, Hats, Boots, etc. . . .	5,133	3,080	3,124	4,038	2,434	2,360
V. Books, Printing, etc. . . .	1,307	66	79	1,071	49	63
VI. Other Manufacturing . . .	6,432	2,581	3,007	5,360	2,814	2,568
VII. Building . . .	45,812	5,868	7,834	38,755	4,999	6,467
VIII. Mining, Quarrying, etc. . . .	2,993	873	922	2,447	651	713
IX. Rail and Tram Services . . .	187,605	12,397	12,308	150,589	9,702	9,604
X. Other Land Transport . . .	7,752	3,838	5,852	6,391	4,456	4,764
XI. Shipping, Wharf Labour, etc. . . .	561	133	139	301	103	107
XII. Pastoral, Agricultural, Rural, etc. . .	30,126	15,763	16,012	25,709	12,342	12,944
XIII. Domestic, Hotels, etc. . . .	19,031	8,193	8,245	16,956	6,330	6,049
XIV. General Labour and Miscellaneous . . .	328,683	125,404	131,253	266,018	96,635	104,556
Total	671,175	183,052	192,772	548,270	142,854	153,176

(a) Exclusive of Tasmania.

As pointed out previously, the work of the Bureaux in the various States is not on uniform lines. For example, in States in which Government Departments obtain workers from the Labour Bureaux, the numbers of workers are larger in comparison than in the same groups in States which do not adopt this practice. Moreover, special provisions for female workers are not made in all States.

The majority of the workers sent to employment by State Employment Bureaux in 1934 were unskilled men, the number of general labourers and miscellaneous workers (Group XIV.) being 104,556, or 68 per cent., of the total number provided with work. Domestic workers (Group XIII.), and pastoral and agricultural labourers (Group XII.), were sent to employment in comparatively large numbers during the year. The number of skilled workers for whom positions were found was not large. As a general rule skilled workers do not register at the Bureaux until they have exhausted the usual avenues for obtaining employment. The majority of the workers who apply are unskilled, although skilled workers when they find that there is no employment in their own trade register for unskilled work, and for this reason the above does not represent an unimpeachable picture of the relative position of unemployment in the various industrial groups.

5. Quarterly Applications for Employment.—The following table shows the number of applications for employment registered in each State in each of the quarters specified. A marked increase in the number of registrations occurred in 1930 and 1931. In the four quarters of 1929 the number of applications for employment remained fairly constant, but in the succeeding quarters the depressed state of trade and industry was shown by the increasing numbers of workpeople registering at the Bureaux for employment and sustenance. The number of registrations increased in each quarter of 1930 and reached its peak in the first quarter of 1931.

State Free Employment Bureaux—Registrations for Employment.

Period.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	All States.
1930.							
1st Quarter ..	27,713	10,180	29,120	22,009	5,263	1,211	95,396
2nd " ..	31,769	31,085	29,097	29,101	7,926	1,785	151,363
3rd " ..	82,573	32,306	28,310	43,389	14,364	5,178	206,329
4th " ..	88,069	34,085	35,065	48,832	5,229	3,343	215,423
1931.							
1st Quarter ..	64,242	36,344	40,957	62,269	6,008	3,727	233,547
2nd " ..	70,344	34,589	32,037	69,144	3,068	2,927	214,109
3rd " ..	60,367	26,140	23,981	72,307	16,937	2,301	202,233
4th " ..	34,899	21,021	30,744	74,029	4,507	3,392	188,592
1932.							
1st Quarter ..	39,723	23,458	38,637	69,349	6,134	3,903	201,206
2nd " ..	30,135	22,693	33,671	72,066	8,774	3,601	177,039
3rd " ..	44,983	17,447	35,785	72,924	21,866	3,567	196,572
4th " ..	37,850	17,724	37,141	69,328	12,529	2,824	166,396
1933.							
1st Quarter ..	59,347	21,543	34,619	61,123	..	2,151	..
2nd " ..	52,576	23,386	30,503	60,872	..	2,576	..
3rd " ..	48,458	23,071	28,400	61,299	..	2,398	..
4th " ..	36,747	16,573	28,965	54,286	..	2,460	..
1934.							
1st Quarter ..	35,583	16,956	39,429	52,328	..	2,471	..
2nd " ..	33,917	15,594	32,347	51,072	..	3,078	..
3rd " ..	29,802	13,143	30,102	50,552	..	3,676	..
4th " ..	22,264	14,221	38,268	45,804	..	3,286	..

§ 4. Industrial Accidents.

1. Source of Information.—The following tables have been compiled from monthly and quarterly returns received from the Chief Inspectors of Factories, the Chief Inspectors of Machinery, and from Boiler, Lift, and Scaffolding Inspectors in the several States. In the Annual Reports

issued by the State Departments, special sections are published relating to accidents in industrial undertakings. Reference to these Reports will afford more detailed information. The appreciative thanks of the Bureau are extended to the officials of the various State Departments, including the officials of the Mining Departments, who very kindly supplied the summarized returns shown hereunder.

2. Number of Accidents Reported.—The following table shows the number of accidents reported in each State in the years 1930 to 1934:—

Industrial Accident.—Number, 1930 to 1934.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
No. of Fatal Accidents	1930 .. 51 1931 .. 41 1932 .. 36 1933 .. 34 1934 .. 35	10 14 9 17 24	15 5 8 9 13	1 6 3 2 1	20 18 21 26 33	7 8 6 8 7	104 92 103 116 133
No. of Accidents incapacitating for over 14 days	1930 .. (a) 5,586 1931 .. 4,307 1932 .. 4,615 1933 .. 5,337 1934 .. 5,696	531 598 441 558 720	130 278 235 232 479	119 181 123 134 117	349 430 392 561 939	79 54 93 76 136	6,994 5,649 5,809 6,898 8,087

(a) *Vide remarks below.*

In 1934, deaths from industrial accidents exceeded those for the previous year in all States with the exception of South Australia and Tasmania. The number of non-fatal accidents increased in New South Wales, Victoria, Queensland, Western Australia and Tasmania, but decreased in South Australia.

The large number of accidents recorded in New South Wales during recent years was due to an amendment of the Act which provided that all accidents which prevented workers from returning to work within seven days must be reported. Figures for this State are, therefore, not exactly comparable with those for other States. Further, the definition of a non-fatal accident is not on uniform lines in all States.

3. Accidents in Industrial Groups.—The next table gives the number of accidents in industrial groups in Australia in 1934.

Industrial Accidents.—Number in Industrial Groups, Australia, 1934.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc. ..	6	459
II. Engineering, etc. ..	5	1,214
III. Food, Drink, etc. ..	1	691
IV. Clothing, Hats, etc. ..	5	481
V. Books, Printing, etc. ..	1	282
VI. Other Manufacturing ..	8	1,659
VII. Building and Scaffolding ..	2	19
VIII. Mining ..	(a) 103	(a) 3,083
IX. Lifts ..	1	8
X. Miscellaneous ..	1	191
Total ..	133	8,087

(a) Includes accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works as follows:—6 fatal, 1,463 non-fatal in New South Wales, 1 non-fatal in Western Australia and 1 fatal in Tasmania.

(b) *Vide remarks above.*

The largest number of accidents both fatal and non-fatal occurred in the mining and allied industries, the percentage being 77 for fatal and 40 for non-fatal on the respective totals recorded for all industrial accidents.

Two fatal accidents occurred in connexion with building and scaffolding, and one death resulted from lift accidents. Twenty-six fatal, and 4,786 non-fatal accidents were reported in the manufacturing industries, and 1,214 of the total occurred in the engineering and metal-working group.

4. Mining Accidents.—(i) *Sources of Information.*—Information regarding mining accidents is obtained from the Departments of Mines in the respective States, except as regards accidents occurring in smelting and metallurgical works which are registered as factories and are under the jurisdiction of the Chief Inspectors of Factories.

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments, and in regard to accidents in ore-dressing, smelting and metallurgical works to Inspectors of Factories in each State in the year 1934.

Mining Accidents.—Classification according to Causes, 1934.(a)

A.—Fatal Accidents.

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	8	1	3	..	6	2	13
" " Falls of Ground ..	..	3	4	..	6	1	22
" " Falling down shafts, etc. ..	2	2	1	..	5	..	10
Other Accidents ..	1	..	1	..	3	..	10
2. Above Ground—							
Accidents caused by machinery in motion ..	2	1	..	..	1	..	4
Other Accidents ..	6	..	..	..	3	..	9
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	6	..	1	..	1	2	10
4. Quarries, Brick and Clay Pits, etc.	..	6	..	1	3	..	10
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	1	..	..	..	1
Accidents caused by Explosives (Dynamite, etc.) ..	..	..	..	..	..	..	..
Accidents caused by Falls of Earth ..	12	..	..	..	..	..	12
Other Accidents ..	..	..	..	..	..	..	..
2. Above Ground—							
Accidents caused by Machinery in Motion ..	..	..	..	..	..	..	..
Other Accidents ..	3	..	..	..	..	..	3
Total ..	40	13	11	1	33	5	103

(a) The figures relating to mining accidents do not in all cases correspond with those published by the States Mines Departments, the discrepancies being partly due to the fact that accidents occurring in certain metallurgical works and quarries are not included in the figures issued by the Mines Departments, and partly to the lack of uniformity regarding the definition of a non-fatal accident.

(b) Inclusive of 6 accidents in New South Wales and 1 in Tasmania reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works.

Mining Accidents.—Classification according to Causes, 1934—continued.

B.—Non-fatal Accidents Incapacitating for over 14 days.

Cause of Accident.	N.S.W. (a)	Vic.	Q'land.	S.A.	W.A.	Tas.	Total. (b)
METALLIFEROUS MINES.							
2. Below Ground—							
Accidents caused by Explosives ..	2	1	4	1	13	..	21
" " Falls of Ground ..	7	1	7	1	15	8	39
" " Falling down shafts, etc. ..	6	2	..	..	25	1	34
Other Accidents ..	10	..	114	..	504	67	695
3. Above Ground—							
Accidents caused by machinery in motion ..	9	1	5	..	9	2	20
Other Accidents ..	11	2	21	10	95	19	158
4. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	1,465	..	73	75	33	3	1,649
5. Quarries, Brick and Clay Pits, etc. ..	..	7	..	3	2	..	12
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.) ..	11	1	1	..	..	..	13
Accidents caused by Falls of Earth ..	22	5	40	..	49	1	117
Other Accidents ..	13	2	92	..	154	4	265
2. Above Ground—							
Accidents caused by Machinery in Motion ..	2	1	..	..	2	..	5
Other Accidents ..	7	..	16	..	31	1	55
Total ..	1,559	23	373	90	932	106	3,083

(a) Complete reports not available. (b) Inclusive of 1,464 accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works.

Sixty-seven fatal mining accidents occurred below ground in Australia during the year, as compared with 16 above ground. Fatal accidents in ore-dressing, smelting and metallurgical works in 1934 numbered 9, as against 67 in metalliferous mines, 16 in coal mines and 10 in quarries and brick and clay pits. The total number of non-fatal accidents reported by Mines Departments and Inspectors of Factories in connexion with batteries, ore-dressing, smelting, etc., was 1,649. The number of non-fatal mining accidents below ground was 1,184 and above ground 238. Twelve non-fatal accidents occurred in quarries and brick and clay pits.