

been amended during subsequent years, provided for the payment of child allowances. These allowances were paid as from 23rd July, 1927. Prior to December, 1929, the Act provided for (a) the declaration of a basic wage; and (b) the payment of an allowance of 5s. per week in respect of each dependent child, subject to the provision that child allowances were to be paid only to the extent to which the total earnings of the worker and his family fell short of the sum represented by the *basic wage* plus child allowance at the rate of 5s. per week for each child. The amending Act, assented to on the 23rd December, 1929, provides that, subject to the last-mentioned provision, child endowment shall be 5s. per week for each child except one in the family. Payments of child allowances in New South Wales were made from a fund created by a levy on the total amount of wages paid by employers. The rate of tax during 1930 was fixed at 1 per cent. From the 1st July, 1931, the rate was fixed at 2 per cent., and from 1st January, 1932, at the rate of 5d. in the £ on all wages above £3 per week. The amount of levy collected during 1932-33 was £2,409,034, and £2,105,659 was paid away in allowances to 63,072 families. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from the Special Income and Wages Tax (see p. 118), which is also used for other social services.

(iii) *Commonwealth Public Service.*—The first system of child endowment in Australia was instituted within the Commonwealth Public Service. It came into operation on 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay 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 on salary plus allowance. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers 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 and allowance an amount not greater than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in Labour Report No. 17, and later Reports.

CHAPTER IV.—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.

* The Chairman of the Commission (Mr. A. B. Piddington, K.G.) 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.

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 27 while particulars for the year 1937 are furnished in the present Report.

2. **Industrial Disputes in Industrial Groups, 1937.**—The following table deals with industrial disputes involving stoppage of work during the year 1937 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 1937 was 342, as compared with 235 during the previous year. In New South Wales 296 disputes occurred, 237 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1937 amounted to 557,111 for all disputes in Australia, as compared with 497,248 working days lost during 1936. The estimated loss of wages was £506,745 in 1937, as compared with £468,825 for the year 1936.

Industrial Disputes in Industrial Groups, 1937.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales—								
I.	Wood, saw-mills, etc.	1	1	15	..	15	30	30
II.	Engineering, metal works, etc.	22	103	8,210	4,743	9,953	166,925	128,738
III.	Food, drink, etc.	8	8	1,272	375	1,647	4,836	4,222
IV.	Clothing, textiles, etc.	4	4	600	..	600	2,890	2,064
VI.	Other manufacturing	5	5	1,496	..	1,496	3,706	2,148
VII.	Building	1	1	15	..	15	90	101
VIII.	(a) Coal-mining	237	251	67,873	1,292	69,165	230,575	243,975
	(b) Other mining, quarries, etc.	7	7	2,991	..	2,991	16,087	16,055
XI.	Shipping, wharf labour, etc.	2	2	240	..	240	2,040	1,800
XIV.	Miscellaneous	9	9	1,611	105	1,716	6,838	4,025
	Total	296	391	84,323	3,515	87,838	434,617	403,158
Victoria—								
I.	Wood, saw-mills, etc.	1	1	30	..	30	2,490	1,678
IV.	Clothing, textiles, etc.	1	1	53	..	53	159	80
VI.	Other manufacturing	1	1	774	28	802	11,228	7,742
VII.	Building	1	1	5	10	15	90	110
VIII.	(a) Coal-mining	5	5	2,605	6	2,611	53,272	46,672
XIV.	Miscellaneous	2	2	303	..	303	3,514	900
	Total	11	11	3,770	44	3,814	70,753	57,182
Queensland—								
II.	Engineering, metal works, etc.	4	4	90	134	224	3,373	2,896
III.	Food, drink, etc.	1	2	165	35	200	5,000	5,000
VIII.	(a) Coal-mining	3	3	327	10	337	6,836	7,441
X.	Other land transport	1	1	200	..	200	200	150
XI.	Shipping, wharf labour, etc.	1	1	10	24	34	272	212
	Total	10	11	792	203	995	15,681	15,699
South Australia—								
I.	Wood, saw-mills, etc.	1	10	100	..	100	2,600	1,350
II.	Engineering, metal works, etc.	1	1	30	..	30	60	70
III.	Food, drink, etc.	1	1	687	..	687	687	600
VI.	Other manufacturing	1	1	380	..	380	380	300
VIII.	(b) Other mining, quarries, etc.	1	1	30	..	30	60	60
XIV.	Miscellaneous	1	1	30	52	82	164	84
	Total	6	15	1,257	52	1,309	3,951	2,464
Western Australia—								
I.	Wood, saw-mills, etc.	1	1	220	..	220	5,720	4,040
II.	Engineering, metal works, etc.	2	2	101	..	101	900	634
III.	Food, drink, etc.	2	28	310	5	315	1,085	1,185
V.	Books, printing, etc.	1	2	35	15	50	1,000	841
VI.	Other manufacturing	1	7	250	200	450	1,800	2,000
VIII.	(b) Other mining, quarries, etc.	3	3	448	..	448	3,545	3,550
XI.	Shipping, wharf labour, etc.	1	1	19	..	19	285	260
XIV.	Miscellaneous	1	1	62	..	62	62	60
	Total	12	45	1,445	220	1,665	14,397	12,570

Industrial Disputes in Industrial Groups, 1937—continued.

Class.	Industrial Group.	Number.	Establishments Involved	Workpeople Involved.			Working Days Lost	Estimated Loss in Wages.
				Directly.	Indirectly	Total		
VIII.	Tasmania— (a) Coal-mining	4	7	374	5	379	17,016	14,964
VIII.	Northern Territory— (b) Other mining, quarries, etc.	1	1	61	13	74	444	468
XI.	Shipping, wharf labour, etc.	2	1	81	..	81	162	150
XIV.	Miscellaneous	1	1	18	..	18	90	90
	Total	3	3	160	13	173	696	708
	Australia—							
I.	Wood, saw-mills, etc.	4	13	365	..	365	10,840	7,098
II.	Engineering, metal works, etc.	29	110	8,431	1,877	10,308	171,258	132,338
III.	Food, drink, etc.	12	39	2,434	415	2,849	11,608	11,007
IV.	Clothing, textiles, etc.	5	5	652	..	652	3,049	2,144
V.	Books, printing, etc.	1	2	35	15	50	1,000	841
VI.	Other manufacturing	8	14	2,900	228	3,128	17,114	12,190
VII.	Building	2	2	20	10	30	180	211
VIII.	(a) Coal-mining	249	266	71,179	1,313	72,492	307,699	313,052
	(b) Other mining, quarries, etc.	12	12	3,530	13	3,543	20,736	20,133
X.	Other land, transport	1	1	200	..	200	200	150
XI.	Shipping, wharf labour, etc.	5	5	350	24	374	2,759	2,422
XIV.	Miscellaneous	14	14	2,024	157	2,181	10,668	5,159
	Total	342	483	92,121	4,052	96,173	557,111	506,745

3. Particulars of Principal Disputes in 1937.—(i) *General.*—The preceding tables show the number and effect of all disputes for the year 1937 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 (342) which occurred in 1937, no less than 249 were in connexion with the coal-mining industry, and, of these 237 occurred in New South Wales. The total loss of wages through all disputes in Australia was £506,745. The loss through 237 disputes in the coal-mining industry in New South Wales was £243,975, or 48 per cent. of the total loss in wages for Australia.

(ii) *Details regarding Principal Disputes.*—The losses in working days for all disputes for the year amounted to 557,111. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1937 are given below :—

Interstate.—Disputes which extend beyond the limits of a single State, while in some cases extensive, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations. During the year 1937, no disputes of an interstate character occurred.

New South Wales.—Alleged irritation tactics by the unions concerned in a demand for an increase of 3s. per week in wages resulted in a lock-out by metal trades employers in Sydney in March, 1937. Fifty-five establishments and about 2,000 employees were involved in this dispute which lasted for more than six weeks. Negotiations between the Metal Trades Employers' Association and Union officials brought the dispute to a conclusion satisfactory to the employees concerned.

A claim by two miners for "deficient place" was the cause of a stoppage involving 150 workpeople at Scarborough in April, 1937. Direct negotiations having failed to effect a settlement of the dispute, a Compulsory Conference was called by the Conciliation Commissioner, and as a result the parties concerned agreed to abide by the decision of an arbitrator mutually agreed upon. The arbitrator granted the claim made by the miners and work was resumed after a stoppage of nearly three months.

Engineers at Morts Dock, Sydney, were involved in a dispute in September, 1937, caused by the refusal of the employees to accept an interpretation of the Commonwealth Arbitration Court of a clause in its award. Negotiations between representatives of the parties to the dispute finally resulted in the employees' demands being granted. Work was resumed by the 167 workpeople involved after a stoppage of more than six months.

Approximately 900 coal-miners were involved in a dispute at the John Darling and Burwood Collieries, Belmont, in September, 1937. The cause of the stoppage was reported to be the objection by the employees to the company choosing men to operate coal loading machines without regard to seniority. After a stoppage of nearly three months direct negotiations between the parties resulted in a resumption of work on conditions similar to those operating before the dispute.

Victoria.—The question of safety was the principal cause of a dispute involving coal miners at the State Coal Mine, Wonthaggi, in March, 1937. Approximately 800 workpeople were effected and operations at the colliery were suspended for a period of about two months. Several conferences between the parties were held but no satisfactory settlement of the matters in dispute could be arrived at. Finally, at a conference convened by the Acting Premier on 7th May, the representatives of all parties concerned unanimously accepted proposals which formed a basis for settlement of the dispute. These proposals were—

- (1) Pending enactment by the Victorian Parliament of legislation amending the Coal Mines Regulation Act the provisions of the New South Wales Act with regard to—
 - (a) the introduction of safety lamps;
 - (b) conditions relating to their use; and
 - (c) provisions relating to shot-firing;
 shall apply to the State Coal Mine.
- (2) The Railways Commissioners and Mine Manager undertake to act according to the instructions of the Inspector of Mines in the matter of "grunching" pending any appeal by them to a Court to be created when required, similar to the Court of Coal Mines Regulation under the New South Wales Act.
- (3) This arrangement is not to prejudice the right of the Miners' Federation to submit, at the proper time, suggested amendments to the Coal Mines Regulation Act, 1928.

Tasmania.—A demand by contract miners for a guaranteed minimum wage owing to hard coal was given as the cause of a stoppage at Cornwall Colliery in February, 1937. Several conferences of the parties concerned were held but the proposals for settlement were rejected by the miners. However, in June, the miners decided to accept an agreement by which the company granted practically all the conditions asked at the beginning of the dispute, and the 98 workpeople involved resumed work after a stoppage of nearly five months.

4. Industrial Disputes, 1933 to 1937.—(i) *Australia*.—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages for each of the years 1933 to 1937, 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.			
NUMBER.							
1933 ..	16	..	52	6	1	15	90
1934 ..	13	1	91	9	6	35	155
1935 ..	21	4	168	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1933-37 ..	139	10	671	49	37	99	1,005

WORKPEOPLE INVOLVED.

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
1935 ..	4,086	49	31,519	2,795	6,142	2,731	47,322
1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1937 ..	17,353	30	72,492	3,543	574	2,181	96,173
1933-37 ..	39,564	714	190,694	26,637	10,310	17,134	285,053

WORKING DAYS LOST.

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
1935 ..	62,423	1,294	162,633	64,824	100,774	103,176	495,124
1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	214,869	180	307,609	20,736	2,959	10,668	557,111
1933-37 ..	582,436	3,919	933,336	191,927	125,922	194,285	2,031,825

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
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
1935 ..	47,079	1,143	164,648	57,791	61,249	58,686	390,596
1936 ..	160,259	1,846	249,767	36,408	5,480	15,065	468,825
1937 ..	165,618	211	313,052	20,133	2,572	5,159	506,745
1933-37 ..	445,727	3,280	958,421	175,911	79,555	116,179	1,779,073

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 1937 these disputes represented 73 per cent. of the total for the year, the same percentage as the previous year.

During the past five years, working days lost through dislocations of work involving employees in coal-mining numbered 933,336, representing 46 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 1933 to 1937, 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	1933	54	143	13,406	1,663	15,069	53,104	£ 48,760
	1934	117	129	33,065	2,943	36,008	213,753	196,265
	1935	134	162	31,350	4,955	36,305	301,345	337,707
	1936	188	231	50,557	1,728	52,285	432,513	474,375
	1937	296	391	84,323	3,515	87,838	434,617	403,153
Victoria	1933	12	28	7,156	294	7,450	26,693	20,416
	1934	19	84	8,074	354	8,428	108,872	82,438
	1935	20	30	7,658	243	7,901	45,713	31,280
	1936	10	22	1,599	224	1,823	12,251	9,899
	1937	11	11	3,770	44	3,814	79,753	57,182
Queensland	1933	11	11	2,636	884	3,520	13,876	10,077
	1934	7	830	2,453	420	2,873	108,718	24,200
	1935	13	29	1,794	201	1,995	73,351	57,060
	1936	12	12	1,052	194	1,246	14,653	12,325
	1937	10	11	792	203	995	15,681	15,699
South Australia	1933	1	1	50	..	50	100	90
	1934	1	1	44	..	44	11	17
	1935	3	5	340	..	340	2,463	1,557
	1936	1	1	101	..	101	505	400
	1937	6	15	1,257	52	1,309	3,951	2,464
Western Australia	1933	10	16	3,644	276	3,920	16,896	14,530
	1934	10	16	3,309	176	3,485	17,792	14,699
	1935	11	29	3,597	6	3,603	21,976	61,901
	1936	19	49	3,408	1,309	4,717	32,408	27,714
	1937	12	45	1,415	220	1,635	14,397	12,570
Tasmania	1933	1	1	75	..	75	1,200	1,050
	1934	..	..	..	..	..	..	..
	1935	1	1	70	4	74	148	91
	1936	4	4	369	6	375	3,718	3,212
	1937	4	7	374	5	379	17,016	14,964
Northern Territory	1933	1	1	21	8	29	87	125
	1934	1	1	18	..	20	240	240
	1935	1	1	4	..	4	128	100
	1936	1	1	32	8	40	1,200	900
	1937	3	3	160	13	173	696	708
Aust. Cap. Territory	1933	..	..	..	..	..	..	..
	1934	..	..	..	..	..	..	..
	1935	..	..	..	..	..	..	..
	1936	..	..	..	..	..	..	..
	1937	..	..	..	..	..	..	..
Australia	1933	90	195	26,988	3,125	30,113	111,956	95,048
	1934	155	1,061	46,063	3,895	50,858	379,386	317,850
	1935	183	257	44,813	2,509	47,322	495,124	390,596
	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	483	92,121	4,052	96,173	557,111	506,745

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.

(ii) *Australia—1933 to 1937.*—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1933 to 1937 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	1933	43	10,465	1,202	11,667	11,467	10,664
	1934	53	14,773	807	15,580	15,547	16,295
	1935	50	13,619	570	14,189	14,189	14,977
	1936	89	20,378	845	21,223	21,223	23,564
	1937	140	41,050	966	42,016	42,016	44,649
2 days and more than 1 day	1933	11	3,812	270	4,082	8,158	7,220
	1934	19	3,087	175	3,262	6,524	6,166
	1935	34	8,171	327	8,500	17,000	16,959
	1936	37	9,170	403	9,579	19,156	20,382
	1937	72	17,695	307	18,002	36,004	36,749
3 days and more than 2 days	1933	14	4,820	930	5,750	15,550	14,073
	1934	13	4,249	72	4,321	12,815	11,544
	1935	12	2,900	206	3,106	9,318	9,555
	1936	19	4,636	685	5,321	15,663	16,923
	1937	20	5,776	55	5,831	17,493	19,444
Over 3 days and less than 1 week (6 days)	1933	4	667	22	689	3,435	3,320
	1934	22	11,383	256	11,639	50,481	43,435
	1935	15	2,333	132	2,465	10,780	11,076
	1936	33	8,252	545	8,797	38,170	38,853
	1937	37	11,041	1,177	12,218	56,114	53,330
1 week and less than 2 weeks	1933	9	5,296	501	5,797	41,762	36,648
	1934	22	5,505	707	6,212	52,031	46,608
	1935	29	4,727	108	4,835	41,966	38,043
	1936	25	6,774	173	6,947	46,511	48,248
	1937	40	7,312	947	8,259	62,352	60,061
2 weeks and less than 4 weeks	1933	6	1,883	199	2,082	20,762	21,771
	1934	16	4,230	1,743	5,973	88,351	78,063
	1935	20	4,910	817	5,727	86,499	68,454
	1936	16	2,884	424	3,308	53,261	47,705
	1937	16	3,418	202	3,620	52,241	44,986
4 weeks and less than 8 weeks	1933	1	26	..	26	702	505
	1934	8	2,603	110	2,713	70,053	57,498
	1935	14	6,541	185	6,726	170,255	134,093
	1936	10	1,170	114	1,284	37,704	28,671
	1937	9	3,546	218	3,764	129,688	93,807
8 weeks and over	1933	2	19	1	20	1,120	847
	1934	2	1,133	5	1,158	74,584	58,250
	1935	9	1,610	164	1,774	143,117	96,839
	1936	6	3,848	286	4,128	265,260	245,179
	1937	8	2,283	180	2,463	161,203	151,719
Total	1933	90	26,988	3,125	30,113	111,956	95,048
	1934	155	46,963	3,895	50,858	370,386	317,859
	1935	183	44,813	2,509	47,322	493,124	390,506
	1936	235	57,118	3,469	60,587	497,248	468,825
	1937	342	92,121	4,052	96,173	557,111	506,745

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 1931 to 1937.*—The following table gives particulars of industrial disputes according to causes for the years specified.

Causes of Industrial Disputes—Australia.

Causes of Disputes.	NUMBER.							
	1913.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
1. Wages—								
(a) For increase ..	42	4	5	1	10	9	16	28
(b) Against decrease ..	4	17	11	4	3	5	1	1
(c) Other wage questions ..	31	16	26	14	31	44	48	77
2. Hours of Labour—								
(a) For reduction ..	3	2	2	..	..	..	1	2
(b) Other disputes re hours ..	7	..	..	7	6	2	4	4
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	1	2	1	4	4	4	5
(b) Other union questions ..	5	4	3	3	8	12	16	24
4. Employment of particular classes or persons ..	44	50	50	55	52	53	81	80
5. Working conditions ..	51	22	11	9	25	40	43	72
6. Sympathetic ..	5	5	2	..	3	1	5	11
7. Other causes ..	8	13	15	16	13	13	16	38
Total ..	208	134	127	90	155	183	235	342

WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	2,053	1,295	29	7,210	2,161	2,014	7,678
(b) Against decrease ..	503	7,108	7,327	2,178	2,817	339	40	15
(c) Other wage questions ..	7,160	3,999	5,417	4,339	8,335	11,804	12,930	11,588
2. Hours of Labour—								
(a) For reduction ..	460	192	198	..	..	..	20	429
(b) Other disputes re hours ..	1,819	..	..	2,620	309	1,601	488	1,474
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	9	17	89	383	581	1,612	3,542
(b) Other union questions ..	1,418	2,240	501	705	2,184	2,532	4,011	5,889
4. Employment of particular classes or persons ..	11,370	12,023	12,556	11,803	15,638	11,497	22,978	20,401
5. Working conditions ..	10,785	6,659	2,804	4,503	6,062	11,298	10,935	17,854
6. Sympathetic ..	947	1,053	316	..	1,045	22	1,002	3,235
7. Other causes ..	1,758	2,331	2,486	3,850	6,875	5,487	4,447	14,068
Total ..	50,283	37,667	32,917	30,113	50,358	47,322	60,587	96,173

* 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 clippers, 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.

Cause of Disputes.	1913.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	100,060	15,425	5,090	87	108,277	72,567	33,439	144,373
(b) Against decrease ..	9,438	111,258	123,571	17,431	35,459	1,621	120	30
(c) Other wage questions ..	78,163	43,746	17,631	18,736	40,219	73,010	32,068	107,904
2. Hours of Labour—								
(a) For reduction ..	2,774	152	2,894	..	..	..	340	1,897
(b) Other disputes ..	15,111	..	..	8,395	1,748	48,878	9,577	4,412
5. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	99	59	89	3,263	2,615	7,509	20,750
(b) Other union questions ..	32,388	11,752	6,261	1,421	10,774	11,696	9,516	9,569
4. Employment of particular classes or persons ..	101,723	38,567	36,054	31,709	110,166	144,459	266,310	178,428
5. Working conditions ..	73,562	17,106	14,902	22,865	26,223	64,512	119,475	85,746
6. Sympathetic ..	24,066	4,070	1,006	..	11,174	44	10,209	11,230
7. Other causes ..	5,222	3,816	3,860	10,633	23,083	75,618	8,585	32,743
Total ..	623,548	245,991	212,318	111,956	370,386	495,124	497,248	557,111

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 1937 was 106, representing 31 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 1937 numbered 80, or 23 per cent. of the total, and over "Working Conditions" 72, or 21 per cent. Disputes classified under these three headings numbered 258, or 75 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, 1937.*—The following table shows the industrial disputes in 1937, classified according to results.

Industrial Disputes—Results, (a) 1937.

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	73	168	2	32	21,878	54,474	490	10,616	158,340	213,193	490	31,054
Victoria	2	7	2	..	906	2,825	83	..	11,959	56,148	2,649	..
Queensland	4	4	..	..	158	549	..	288	7,026	6,737	..	1,918
South Australia	3	1	1	1	510	30	82	687	3,040	60	164	687
Western Australia	2	4	2	4	315	668	58	624	1,085	9,265	441	3,606
Tasmania	1	1	..	1	98	38	..	40	10,299	190	..	40
N. Territory	1	1	..	1	74	86	..	18	444	162	..	90
A. C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust. . .	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,744	37,395

(a) The following are the particulars of disputes which were incomplete at 31st December, 1937, 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	2	380	31,540
Tasmania	1	4	203	6,496
Total	2	6	583	38,036

(iii) *Australia, 1937.*—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 1937, classified according to cause and result of dispute.

Industrial Disputes—Causes and Results, Australia, 1937.

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	11	9	2	5	3,625	2,780	72	821	62,970	44,148	414	5,270
(b) Against decrease	..	1	..	..	..	15	..	..	..	30	..	..
(c) Other Wage questions	23	39	..	15	6,568	10,627	..	4,393	70,505	25,538	..	11,801
Hours of Labour—												
(a) For reduction	..	1	..	1	..	367	..	62	..	1,835	..	62
(b) Other disputes re hours	1	2	..	1	107	917	..	450	321	2,321	..	1,800
Trade Unionism—												
(a) Against employment of non-unionists	4	1	..	..	3,453	89	..	..	20,661	89	..	..
(b) Other union questions	3	18	1	2	760	4,566	39	524	1,205	7,684	156	524
Employment of particular Classes or Persons	17	52	2	9	3,403	13,479	112	3,407	12,761	112,802	2,654	10,211
Working conditions	26	30	1	6	5,759	10,099	250	1,746	23,434	58,413	250	3,647
Sympathetic	..	11	..	..	..	3,235	..	..	11,230	..	..	..
Other Causes	1	33	1	2	264	12,491	240	870	264	21,663	240	4,080
Total (a) . .	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,744	37,395

(a) See note to table above.

(iv) *Australia, 1933 to 1937.*—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 1933-1937, 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.
1933 ..	17	58	13	1	4,778	20,697	4,361	213	12,301	84,697	14,468	426
1934 ..	29	102	14	9	7,025	31,220	9,620	2,729	40,048	179,126	126,081	19,059
1935 ..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,666	62,007	10,194
1936 ..	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110
1937 (a) ..	86	206	7	41	23,939	58,665	713	12,273	194,181	285,755	3,741	37,395

(a) See note on page 103.

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in earlier years, but of late years the position has been reversed. The percentage in favour of employers in 1937 was 60. 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 resummptions 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 1931 to 1937*—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes—Australia.

Methods of Settlement.	1913.	1931.	1932.	1933.	1934.	1935.	1936.	1937.(a)
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	88	87	64	84	130	174	265
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	3	4	1	2	3	16	9
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	11	5	3	10	7	3	6
By reference to Board or Court ..	22	1	2	3	8	6	6	4
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	4	3	2	5	5	2	2
By Filling Places of Work-people on Strike or Locked out ..	13	2	7	2	2	8	4	5
By closing down Establishment permanently ..	1	2	1	3	2	4	..	1
By other methods ..	13	21	18	11	40	18	30	48
Total ..	108	132	127	89	153	184	235	(a) 340

(a) See note on page 103.

WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	22,292	22,595	19,703	25,469	30,360	44,251	72,430
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	1,885	1,800	1,100	891	285	5,061	2,764
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	3,871	1,640	1,290	4,559	3,867	291	1,804
By reference to Board or Court ..	12,774	42	416	1,390	1,666	1,443	1,746	428
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	1,083	1,839	1,096	4,335	1,017	339	480
By Filling Places of Work-people on Strike or Locked out ..	658	222	460	986	138	3,670	141	825
By Closing down Establishment permanently ..	170	52	11	1,271	444	108	..	86
By other methods ..	2,988	8,058	4,156	3,213	13,092	5,436	8,758	16,773
Total ..	50,283	37,505	32,917	30,049	50,594	47,188	60,587	(a)95,590

(a) See note on page 103.

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1913.	1931.	1932.	1933.	1934.	1935.	1936.	1937 (a)
WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	109,601	87,650	54,774	182,260	192,903	234,373	396,410
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	2,625	79,871	6,600	20,019	3,211	202,949	18,517
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	25,257	7,423	3,510	58,801	117,762	3,047	48,769
By reference to Board or Court ..	221,769	252	3,408	6,330	10,474	16,961	24,503	7,354
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	30,317	18,596	15,437	46,814	24,601	7,152	4,120
By Filling Places of Work—								
people on Strike or Locked out ..	14,739	27,042	6,874	10,543	138	74,873	2,581	12,571
By Closing down Establishments permanently ..	20,400	5,355	44	8,627	4,486	7,546		172
By other methods ..	56,509	37,970	8,451	6,071	41,322	48,943	22,643	31,162
Total ..	623,528	238,419	212,318	111,892	364,314	486,800	497,248	519,073

(a) See note on page 103.

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 78 in 1937. 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:

§ 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 460,000. 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, 1937.*—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—1937.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	109	191,280	20,892	10.9
Victoria	79	119,055	10,729	9.0
Queensland	45	63,701	4,643	7.3
South Australia	58	36,156	2,948	8.2
Western Australia	63	30,060	1,697	5.6
Tasmania	33	9,327	914	9.8
Australia	387	449,588	41,823	9.3

(ii) *Australia, 1891 to 1938 (June Quarter).*—The following table gives particulars for Australia for the years 1891 to 1938 (June 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

Unemployment—Australia—continued.

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1911 end of year ..	160	67,961	3,171	4.7
1912 " " ..	464	224,023	12,441	5.6
1913 (average for year) ..	402	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
1926 " " ..	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
1935 " " ..	396	435,938	71,823	16.5
1936 " " ..	392	441,311	53,992	12.2
1937 " " ..	387	449,588	41,823	9.3
1935 Sept. " ..	395	438,216	69,575	15.9
Dec. " ..	395	439,165	59,992	13.7
1936 March " ..	395	445,294	59,621	13.4
June " ..	394	446,504	57,001	12.8
Sept. " ..	390	436,139	52,482	12.0
Dec. " ..	390	437,246	46,863	10.7
1937 March " ..	388	443,446	44,004	9.9
June " ..	387	447,714	43,584	9.7
Sept. " ..	387	451,584	42,145	9.3
Dec. " ..	387	455,608	37,558	8.2
1938 March " ..	386	462,918	37,111	8.0
June " ..	386	464,208	39,824	8.6

3. Unemployment by Industries.—(i) *Australia, 1937.*—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, 1937.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	17,668	989	5.6
II. Engineering, Metal Works, etc. ..	62	78,658	4,685	6.0
III. Food, Drink, Tobacco, etc. ..	54	38,604	6,604	17.1
IV. Clothing, Hats, Boots, etc. ..	20	40,419	4,591	11.4
V. Books, Printing, etc. ..	12	19,936	873	4.4
VI. Other Manufacturing ..	63	47,435	4,092	8.6
VII. Building ..	46	53,444	5,467	10.2
VIII. Mining, Quarrying, etc. ..	20	25,339	3,863	15.2
X. Land Transport other than Railway and Tramway Services	11	17,672	2,086	11.8
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	83	110,413	8,573	7.8
All Groups	387	449,588	41,823	9.3

(ii) *Australia, 1912, and Quarterly, 1936 to 1938.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed from the September quarter of 1936 to the June quarter of 1938. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment—Australia, Percentages by Industries.

Industrial Group.	1912, End of Year.	1936.		1937.				1938.	
		Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.
Manufacturing—									
I. Wood, Furniture, etc. ..	3.7	9.1	7.1	6.8	5.8	5.5	4.3	4.4	8.1
II. Engineering, Metal Works ..	7.4	9.1	7.6	6.6	6.3	5.4	5.5	3.5	3.6
III. Food, Drink, Tobacco, etc. ..	7.3	21.2	17.2	14.8	18.1	20.0	15.7	15.5	19.5
IV. Clothing, Hats, Boots, etc. ..	2.8	14.4	13.3	11.5	11.1	12.5	10.3	13.2	12.2
V. Books, Printing, etc. ..	2.8	7.3	5.4	5.2	4.9	4.1	3.4	3.5	4.3
VI. Other Manufacturing ..	6.9	12.0	10.1	9.0	8.5	8.6	8.4	8.7	8.8
VII. Building ..	5.3	11.5	11.5	13.0	11.3	9.1	7.4	8.3	8.5
VIII. Mining, Quarrying, etc. ..	5.6	18.4	18.5	17.2	16.9	13.2	13.6	13.4	13.0
X. Other Land Transport ..	1.1	13.6	13.6	12.5	11.5	12.6	11.6	9.5	9.7
XI., XII., XIII., and XIV., Other and Miscellaneous ..	5.4	9.9	8.8	8.2	8.0	8.0	7.0	6.3	6.9
AUSTRALIA	5.6	12.0	10.7	9.9	9.7	9.3	8.2	8.0	8.6

4. *Unemployment, Quarterly.—States.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1933 were published in Labour Reports Nos. 1 to 25, 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 1934 to 1938 (June Quarter) :—

Unemployment—Percentages—Yearly and Quarterly.

Period.		N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
		%	%	%	%	%	%	%
1926	Year.	7.4	6.4	8.4	5.2	7.1	12.9	7.1
1927	"	7.0	7.4	5.9	7.2	5.4	11.8	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	19.2	19.1	19.3
1931	"	30.8	25.8	16.2	32.3	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	20.3
1935	"	20.6	14.0	8.7	17.6	13.4	15.9	16.3
1936	"	15.4	10.7	7.8	10.8	8.1	12.7	12.2
1937	"	10.9	9.0	7.3	8.2	5.6	9.8	9.3
1934	March Qtr. ..	25.8	18.6	13.7	28.5	19.5	17.7	21.9
	June "	25.0	18.0	12.7	25.4	18.3	17.9	16.3
	Sept. "	24.5	17.5	11.4	25.4	17.2	18.9	20.4
	Dec. "	23.5	15.3	9.1	23.0	16.3	17.0	18.8
1935	March Qtr. ..	23.6	15.0	9.8	20.7	15.4	16.7	18.6
	June "	22.7	15.0	8.8	18.9	13.9	16.4	17.8
	Sept. "	19.1	14.8	8.3	16.3	12.5	16.7	13.9
	Dec. "	17.0	11.3	7.7	14.7	11.8	13.7	13.7
1936	March Qtr. ..	17.2	10.8	8.5	12.2	10.3	11.1	13.4
	June "	16.2	10.6	8.5	11.0	9.2	12.7	12.8
	Sept. "	14.8	11.7	7.2	10.0	7.4	14.0	12.0
	Dec. "	13.3	9.7	7.2	9.9	5.6	12.9	10.7
1937	March Qtr. ..	11.8	9.5	7.7	9.5	5.4	7.9	9.9
	June "	11.4	9.6	7.6	8.3	5.6	10.4	9.7
	Sept. "	10.5	9.5	7.2	8.4	6.6	10.6	9.3
	Dec. "	10.1	7.3	6.6	6.5	5.0	10.2	8.2
1938	March Qtr. ..	9.6	7.3	6.6	6.9	4.8	8.8	8.0
	June "	9.8	8.5	7.2	7.5	5.3	10.4	8.6

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.

§ 3. Direct Measures of Employment.

1. General.—In order to supplement the trade union unemployment percentages, the Commonwealth and the State Statisticians have for the last five years been making direct monthly collections of employment in

factories and retail stores. In the case of factories, these figures give fairly reliable indexes of the course of employment fully a year before the results of the annual collections become available. In the case of retail stores, the figures yield indexes of employment where none existed before. These indexes are also published in the Monthly Review of Business Statistics and quarterly in mimeographed statements.

2. **Index of Employment in Factories.**—This index is available monthly from July, 1933. "Factories" include all industrial establishments in which four or more hands are employed, or in which power other than hand is used. The index relates to employees on the pay roll on the pay day nearest to the 15th of the month, and includes managers, overseers, clerks and all workers except working proprietors and those engaged solely in the delivery and sale of goods. The index shows that about 24 per cent. of the employee population was employed in factories in June, 1938.

Up to June, 1937, the index is based on the results of annual factory censuses, and actual mid-monthly factory employment of all persons is published in the Production Bulletin issued by this Bureau. For the year 1937-38 the index is based on returns from selected representative factories, and is issued subject to subsequent revision. Index numbers for later months, estimated in the same way, may be obtained from the Monthly Review of Business Statistics and quarterly press notices on employment issued by the Bureau. The number of these "sample" factories and their employees as a percentage of all factory employees in the year 1936-37 are shown at the foot of the table.

For the last three columns of the table the Australian index of employment has been divided by an index of employee population in order to compare the change in employment in factories with the change in the number of persons seeking employment generally. The indexes of employee population are based on the numbers of males and females between the ages of 16 and 64 inclusive. These are found by applying vital and migration statistics to the numbers of males and females at varying ages at the Census date. The total index is obtained by taking a mean of the individual indexes weighted by the numbers of males and females in the employee group (wage and salary earners, unemployed, apprentices, and helpers) at the Census of June, 1933. This gives males about three times the weight of females. Between 1928-29 and 1936-37 employee population as estimated in this way increased: males, 9.7 per cent.; females, 11.5 per cent.; total, 10.1 per cent. The increase of population of all ages over the same period was: males, 6.2 per cent.; females, 8.1 per cent.; total, 7.1 per cent. The difference is due to the fact that the average age of the Australian population is increasing.

The index of total factory employment divided by the index of employee population fluctuated between 100 and 105 from 1926-27 to 1928-29 (the base year); fell to 71 in 1931-32; and rose to 105 and 111 in 1936-37 and 1937-38 respectively. Thus relative employment in factories was considerably higher in 1937-38 than it was in pre-depression years.

There have been changes in the distribution of factory employment. Thus female factory employment began to increase in 1931-32, a year sooner than male employment, and between 1928-29 and 1936-37 it increased by

4 per cent. more than male employment, after allowing for the growth of employee population. The returns from the "sample" factories indicate that this difference was reduced during 1937-38.

3. Index of Employment in Retail Stores.—This index is not available even annually before July, 1933. It is based on employment in the number of establishments shown at the foot of the table. As there is no annual census of employment in retail stores, there is no means of knowing how accurately the movement of employment in these stores represents that in the whole field. Consequently this index is much less reliable than the index of employment in factories. The Australian index is an average of the State indexes weighted by the number of persons returned as engaged in "Commerce" at the June, 1933, Census. This census industry class "Commerce" comprises both wholesale and retail dealing, and it is not possible to obtain separate figures for the latter. The numbers returned at the census as in the employee group in this class were, for Australia: Males, 212,000; females, 87,000; total, 299,000. The respective percentages returned as totally unemployed in this group were: Males, 18.1 per cent; females, 10.6 per cent.; total, 15.9 per cent. In addition there was a good deal of part-time work.

The 22 per cent. increase in retail employment between July, 1933, and June, 1938, after correcting for the growth of employee population, may be compared with the increase of 41 per cent. in the corresponding index of factory employment over the same period. However, unemployment in the census class "Manufacturing" was 22.1 per cent. compared with 15.9 per cent., quoted above, for "Commerce". In either case the increase in employment has been more than sufficient to absorb those returned as unemployed and working part-time at the census, as well as the proportion of the normal growth of employee population ordinarily seeking employment in these classes.

4. General Employment Indexes of New South Wales and Queensland.—The New South Wales Index is published by the Government Statistician of New South Wales, and fuller details may be found in the *New South Wales Year Book*. It refers to all wage and salary earners, and is based on the census record of employment at June, 1933, and receipts of wages tax, and records of government employment since that date.

The Queensland Index is published by the Queensland Bureau of Industry and fuller details may be found in the *Queensland Year Book*. It refers to adult male wage and salary earners and is based on the amount of contributions to the Queensland Unemployment Insurance Scheme, wages paid from the Unemployment Relief Fund, and other records. Normal seasonal variation does not appear in the index.

Both indexes give an almost complete record of employment, and are the most accurate indexes available in Australia. In both indexes, however, relief workers present a difficult problem. It is impossible to separate entirely "normal" loan works and relief works. Thus for the purposes of these indexes "relief workers" mean "part-time relief workers" in the case of New South Wales, and "intermittent relief workers" in the case of Queensland.

MONTHLY INDEX OF EMPLOYMENT IN RETAIL STORES.

(Base : July, 1933 = 100)

Month.	N.S.W.	Victoria	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.	Australian Index divided by Index of Employe Population.
1933-34	103	107	101	102	99	106	104	103
1934 July	108	109	104	106	104	107	107	106
August	105	109	103	102	102	105	105	104
September	107	110	103	103	100	106	107	105
October	108	115	104	108	104	104	109	108
November	110	122	105	107	104	107	112	111
December	123	131	116	118	119	119	124	122
1935 January	109	117	106	108	109	110	111	109
February	112	117	106	107	103	108	112	110
March	109	118	105	107	105	107	111	109
April	111	117	105	108	103	107	111	109
May	112	121	106	109	106	107	113	111
June	112	123	105	111	107	106	114	112
Average 1934-35	111	118	106	108	105	108	112	110
1935 July	116	120	107	107	111	109	115	112
August	113	120	108	109	105	108	113	111
September	113	123	104	113	106	107	114	112
October	115	128	107	112	106	107	117	114
November	119	131	106	115	109	110	120	117
December	133	145	106	128	123	120	133	130
1936 January	116	132	109	116	114	115	120	116
February	119	133	107	114	110	111	120	117
March	117	132	109	113	110	111	119	116
April	118	129	108	114	109	113	119	115
May	119	132	110	114	111	112	121	117
June	120	132	110	113	109	113	121	117
Average 1935-36	118	130	109	114	110	112	119	116
1936 July	122	130	109	116	113	107	121	117
August	120	128	109	115	111	113	120	116
September	120	128	109	118	113	115	120	116
October	121	133	110	112	116	116	122	118
November	123	139	111	115	116	119	125	121
December	137	155	121	125	127	132	138	133
1937 January	123	138	112	112	116	120	125	120
February	125	137	111	111	114	122	125	120
March	123	135	111	111	114	118	123	118
April	124	136	109	113	114	120	124	119
May	126	138	111	114	113	121	126	120
June	126	141	110	114	113	121	126	121
Average 1936-37	124	137	111	115	115	119	125	120
1937 July	129	137	110	115	115	124	127	121
August	126	133	110	112	113	121	124	118
September	126	135	110	117	113	123	125	119
October	127	140	110	113	114	123	127	121
November	129	143	110	115	116	125	129	123
December	144	161	123	129	126	138	144	137
1938 January	128	144	111	115	122	126	129	123
February	131	139	111	112	116	124	128	125
March	128	140	110	112	115	123	127	121
April	129	140	112	113	117	125	128	121
May	129	141	112	114	115	126	128	122
June (a)	131	142	113	114	114	126	129	122
Average 1937-38	130	141	112	115	116	118	128	122
Number of establishments now furnishing returns	399	102	120	35	69	14	939	..

(a) Indexes for later months may be obtained from the Monthly Review of Business Statistics and quarterly press notices on employment, issued by this Bureau.

MONTHLY INDEX OF EMPLOYMENT IN FACTORIES.

(Base : Average for Year 1928-29 = 100)

Period.	New South Wales.			Victoria.			Queensland.			South Australia.			Western Australia.			Tasmania.			Australia.			Australian Index divided by Index of Employee Population.			
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	
Number of employees in the base year 1928-29 ('000) (a) ..	129.5	44.6	174.1	98.1	51.2	149.3	35.6	7.8	43.4	29.0	6.4	35.4	16.0	3.8	19.8	7.7	2.3	10.0	315.9	116.1	432.0	..	..	..
1926-27 ..	100	98	99	102	99	101	101	89	99	113	109	112	95	94	94	105	88	101	101	98	100	106	102	105	
1927-28 ..	99	97	98	100	98	99	101	92	99	105	106	106	98	97	98	107	104	106	100	98	100	102	100	102	
1928-29 ..	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1929-30 ..	90	91	90	96	98	96	95	94	94	87	89	87	94	98	94	105	99	104	92	95	93	91	93	92	
1930-31 ..	68	75	70	78	83	80	83	85	84	63	71	64	68	76	69	85	83	84	73	79	75	71	76	72	
1931-32 ..	66	79	69	77	90	81	78	84	80	61	76	64	61	75	63	84	87	85	70	84	74	68	80	71	
1932-33 ..	73	86	76	87	101	92	80	92	82	68	84	71	68	81	70	86	90	87	78	93	82	74	87	77	
1933-34 ..	82	94	85	96	107	100	86	99	88	77	89	80	75	85	77	93	89	92	86	99	90	81	92	84	
1934-35 ..	93	107	97	105	113	108	92	105	94	89	97	91	83	92	85	101	97	100	96	108	100	89	99	92	
1935-36 ..	104	116	107	117	119	117	97	110	99	104	110	105	98	107	100	112	103	110	107	116	109	98	105	100	
1936-37 ..	112	125	115	123	121	123	103	116	106	110	113	111	107	113	108	122	103	118	114	121	116	104	108	105	
1937-38 (b) ..	(c)	(c)	125	133	125	131	110	121	112	116	118	116	109	117	110	129	106	123	123	127	124	111	112	111	
1934 July ..	88	96	90	100	106	102	89	99	91	83	90	84	77	84	78	89	89	89	91	100	93	85	92	87	
August ..	89	102	92	101	109	104	94	101	95	84	92	86	78	87	80	93	84	91	92	104	95	86	95	89	
September ..	88	105	93	102	112	105	94	105	96	86	95	87	79	91	82	94	85	92	93	107	96	86	98	90	
October ..	91	108	96	106	116	109	97	108	99	87	98	89	82	95	85	96	85	93	96	110	100	89	101	92	
November ..	93	110	97	107	117	110	95	108	97	87	100	89	83	96	86	96	91	95	97	112	101	90	102	93	
December ..	94	109	98	107	114	109	89	106	92	89	99	91	85	96	87	100	92	98	97	110	100	90	100	93	
1935 January ..	93	101	95	104	107	105	81	102	87	88	96	89	85	92	87	104	100	103	95	103	97	88	94	90	
February ..	95	107	98	107	115	109	86	105	89	88	100	90	86	92	88	105	113	107	97	110	100	90	100	92	
March ..	96	111	100	108	117	111	89	109	92	92	102	94	86	92	87	106	107	106	98	113	102	91	102	94	
April ..	97	111	101	108	115	111	91	105	94	95	102	96	86	95	88	109	103	107	99	112	103	92	101	95	
May ..	98	110	101	108	114	110	94	107	96	99	100	99	86	95	88	112	105	110	100	110	103	93	100	95	
June ..	98	109	101	108	111	109	95	107	97	98	97	98	86	93	88	110	102	108	100	103	103	93	98	94	
July ..	99	108	101	109	111	110	97	104	98	99	102	100	93	100	94	104	98	103	102	108	104	94	98	95	
August ..	100	111	103	110	115	112	99	110	101	99	105	99	93	101	95	105	94	102	103	112	105	95	101	97	
September ..	101	114	104	113	118	115	98	113	101	101	109	102	95	104	97	106	93	103	104	115	107	96	104	98	
October ..	103	117	106	116	120	117	101	114	104	103	106	104	98	105	99	100	96	106	106	117	109	98	106	100	
November ..	105	119	108	118	121	119	102	115	104	102	108	103	100	108	101	113	98	100	108	118	111	100	107	102	
December ..	105	119	109	118	120	119	98	112	101	104	103	105	101	108	102	116	104	113	108	118	111	100	106	102	

1936	January	104	111	105	116	115	115	89	104	92	103	106	104	100	105	104	117	104	114	106	112	107	97	101	98
	February	d104	118	d107	119	122	120	91	108	95	107	116	109	102	105	102	110	122	120	108	119	111	99	107	101
	March	d105	122	d110	122	125	123	95	112	98	110	117	111	103	107	104	110	116	118	110	122	113	101	110	103
	April	106	120	109	120	120	120	95	109	97	110	114	111	103	108	104	115	105	113	110	118	112	100	106	102
	May	108	120	111	120	120	120	98	110	100	109	112	109	103	105	104	114	105	117	110	119	113	101	106	103
	June	108	119	110	118	117	118	100	105	101	105	107	105	102	107	103	113	103	111	110	116	111	100	104	104
	July	107	119	110	117	116	117	104	112	106	104	106	105	104	111	106	112	106	109	109	116	111	100	104	104
	August	108	122	111	118	119	118	106	117	108	103	109	101	104	111	106	111	96	108	110	119	112	101	106	102
	September	109	124	112	120	121	120	110	120	112	104	111	105	104	113	106	114	99	110	112	121	114	102	109	104
	October	110	126	114	123	123	123	109	122	111	103	111	105	106	115	108	118	99	114	113	123	116	103	110	105
	November	112	127	116	124	123	124	107	119	109	105	112	106	108	115	109	121	99	116	114	123	117	104	110	106
	December	112	125	116	124	120	123	103	117	105	110	113	111	110	116	111	124	103	119	115	121	116	104	108	105
1937	January	111	118	113	121	113	118	91	109	94	109	108	109	102	112	110	125	99	119	112	114	115	102	102	103
	February	114	125	117	125	125	125	96	115	99	114	118	115	109	113	110	132	112	128	115	124	118	105	110	106
	March	115	130	119	127	126	127	99	118	102	115	119	110	110	113	110	133	117	129	117	126	119	106	112	108
	April	115	130	118	129	126	128	101	114	104	119	120	109	111	100	130	106	125	118	125	120	107	111	108	
	May	114	128	119	127	122	125	105	116	107	120	117	119	108	111	109	127	105	122	118	123	119	107	108	108
	June	117	128	120	126	120	124	109	115	110	119	116	118	107	110	108	123	104	119	119	122	119	107	108	108
	July (b)	(e)	(e)	120	127	118	124	111	121	113	115	111	115	106	113	105	120	101	115	119	120	120	108	107	108
	August (b)	(e)	(e)	123	128	121	126	116	127	118	115	113	111	108	113	109	119	100	115	121	123	122	109	109	110
	September (b)	(e)	(e)	123	132	123	129	116	125	117	114	114	114	110	116	111	121	93	114	123	124	123	111	110	114
	October (b)	(e)	(e)	126	133	128	131	114	130	117	113	117	113	110	118	112	125	98	119	123	129	125	111	114	114
	November (b)	(e)	(e)	127	135	129	133	117	124	118	114	114	109	118	111	126	98	120	125	130	126	113	115	114	
	December (b)	(e)	(e)	128	137	129	134	110	123	112	117	116	117	110	120	112	131	102	124	125	130	127	113	115	114
1938	January (b)	(e)	(e)	123	134	116	128	98	112	100	116	117	116	109	119	111	133	115	129	122	119	122	110	105	109
	February (b)	(e)	(e)	125	134	131	133	104	121	107	120	120	120	109	123	112	134	115	130	123	130	123	111	115	112
	March (b)	(e)	(e)	127	139	134	137	107	120	110	119	125	120	110	119	112	136	119	132	126	133	128	113	117	114
	April (b)	(e)	(e)	126	137	127	134	107	121	109	119	125	120	110	115	111	135	110	129	125	129	126	112	114	113
	May (b)	(e)	(e)	126	132	128	131	110	117	111	125	122	116	109	115	110	133	112	128	123	130	125	110	114	111
	June (b)	(e)	(e)	127	130	122	127	112	118	113	110	114	111	106	113	107	131	112	126	122	127	123	110	111	110
	(e)	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Number of Factories in Sample		..	..	1,901	..	..	100	..	..	150	..	..	114	..	..	..	..	..	..	..	..	..	2,406	..	..
Percentage of employees (f) in sample in 1936-37		..	..	86	..	..	21	..	..	47	..	..	53	..	..	..	..	..	..	..	..	..	53	..	..

(a) Exclusive of working proprietors and those engaged solely on the delivery and sale of goods.

(b) For 1937-38 indexes are based on sample returns, and will be revised. The indexes of total employment are based on total employment in sample factories. The male and female indexes are based on separate returns for males and females in five States (excluding New South Wales) adjusted so that the total of males and females agrees with the estimate of total employment.

(c) Not available.

(d) Industrial dispute involving about 3,000 men.

(e) Indexes for later months may be obtained from The Monthly Review of Business Statistics and quarterly press notices on employment issued by this Bureau.

(f) The samples vary in quality, so these percentages are intended to give only a very rough idea of the relative accuracy of the estimates. Tasmania and South Australia have proved less, and Victoria more, accurate than the relative size of the samples would suggest.

NEW SOUTH WALES.

EMPLOYMENT AND UNEMPLOYMENT OF ALL AVAILABLE WAGE AND SALARY EARNERS.

Period	Percentage of all who are dependent on and available for employment.			
	(a) Including as employed the full-time equivalent of part-time relief workers.		(b) Including all part-time relief workers as unemployed	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1933 June (Census)	74.4	25.6	73.5	26.5
1933-34	77.9	22.1	75.9	24.1
1934-35	83.8	16.2	81.2	18.8
1935-36	88.6	11.4	86.1	13.9
1936-37	91.5	8.5	90.0	10.0
1937-38	95.7	4.3	94.5	5.5
1937 June	93.5	6.5	92.3	7.7
1938 January	94.6	5.4	93.5	6.5
February	96.0	4.0	95.0	5.0
March	96.0	4.0	94.9	5.1
April	96.0	4.0	94.9	5.1
May	95.8	4.2	94.8	5.2
June	96.1	3.9	95.1	4.9

The indexes were revised in November, 1937. In estimating the increase in the number of persons dependent on employment allowance is now made for (a) increase in the proportion of females who are wage-earners, and (b) youths who were without occupation but were not recorded in the wage-earning group at the Census of 1933. Adjustment for seasonal variations in employment is not made.

At the Census of 30th June, 1933, 15,142 persons dependent on employment returned themselves as unemployed by reason of illness, accident, &c., or "voluntarily". This number, representing 1.8 per cent. of all persons dependent on employment, is excluded from the above indexes, which relate to percentages of available wage-earners employed and unemployed. The approximate number of persons in private employment was 478,000 in June, 1933; 519,000 in June, 1934; 567,000 in June, 1935; 614,000 in June, 1936; 653,000 in June, 1937; and 689,000 in June, 1938.

QUEENSLAND.

EMPLOYMENT AND UNEMPLOYMENT AMONG MEN WAGE AND SALARY EARNERS.

Period.	(a) Including as employed the full-time equivalent of "intermittent relief workers."		(b) Including "intermittent relief workers" as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1929	89.9	10.1	89.9	10.1
1930	86.4	13.6	85.6	14.4
1931	77.2	22.8	74.3	25.7
1932	77.8	22.2	72.9	27.1
1933	79.8	20.2	73.9	26.1
1934	84.9	15.1	80.1	19.9
1935	89.0	11.0	84.4	15.6
1936	92.3	7.7	87.4	12.6
1937	94.0	6.0	90.3	9.7
Three months ended—				
1937 March	91.4	8.6	87.8	12.2
June	94.3	5.7	90.5	9.5
September	95.0	5.0	91.4	8.6
December	95.5	4.5	91.9	8.1
1938 January	95.4	4.6	91.8	8.2
February	95.3	4.7	91.8	8.2
March	95.4	4.6	91.7	8.3
April	95.2	4.8	91.6	8.4
May	95.3	4.7	91.7	8.3
June	95.4	4.6	91.8	8.2

The above table is in terms of full-time employment and unemployment. Normal seasonal variation is excluded. Allowance has been made for an estimated annual increase of 1.5 per cent. in the number of men dependent on employment. The approximate number of men in employment in 1937, excluding relief workers, was 167,760.

§ 4. Relief of Unemployment.

1. Special Legislation for Relief of Unemployment.—(i) *General.*—

The position in regard to unemployment in Australia became so serious during 1930 that the usual methods of providing funds for relief work and sustenance were found to be inadequate. The cessation of loans, and the general depression in industry and business, due mainly to the decline in the prices of primary products, brought about an economic crisis in all States. The number of persons thrown out of work increased rapidly, with little prospect of conditions improving during the immediate future. The various Governments realized that special action was necessary to provide additional funds to relieve the distress caused by continued unemployment, as the money ordinarily available was not sufficient to meet the abnormal conditions.

The steps taken by the Government to provide relief and the legislation enacted in the years 1930 to 1936 for that purpose are briefly reviewed in preceding issues of the Annual Labour Report. Mention is made below of the legislation introduced in 1937, and a summary is given of the current methods employed for the raising of funds and the distribution of relief in the various States.

(ii) *Commonwealth.*—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 3 (i) of this section. The only persons for whom the Commonwealth was directly responsible were the unemployed in the

Commonwealth Territories, references to which appear hereinafter. An Advisory Committee on Employment was appointed by the Commonwealth Government in September, 1932. The Committee ceased to function on the appointment of the Honorable (afterwards Sir) F. H. Stewart, M.P., as Parliamentary Under-Secretary for Employment on 9th November, 1934. Sir Frederick resigned from this position in February, 1936.

(iii) *New South Wales*.—Legislation passed in 1937 was as follows:—Industrial Arbitration (Eight Hours) Amendment Act, No. 11 of 1937; Special Income and Wages Tax (Management) Act No. 13 of 1937; Special Income and Wages Tax Act, No. 12 of 1937.

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 proceeds of these taxes are paid into the Consolidated Revenue Fund.

The rates of Wages Tax were amended from 1st December, 1937, as follows:—

Wages Per Week.				Tax.	Wages Per Week.				Tax.								
£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.						
3	0	1	to	3	10	0	0	10	4	16	1	to	4	18	0	2	3
3	10	1	to	3	15	0	1	1	4	18	1	to	5	0	0	2	4
3	15	1	to	3	17	6	1	2	5	0	1	to	5	2	0	2	7
3	17	7	to	4	0	0	1	3	5	2	1	to	5	4	6	2	8
4	0	1	to	4	2	0	1	6	5	4	1	to	5	6	0	2	9
4	2	1	to	4	4	0	1	7	5	6	1	to	5	10	0	2	10
4	4	1	to	4	6	0	1	8	5	10	1	to	5	12	0	2	11
4	6	1	to	4	8	0	1	9	5	12	1	to	5	14	0	3	0
4	8	1	to	4	10	0	1	10	5	14	1	to	5	16	0	3	1
4	10	1	to	4	12	0	2	0	5	16	1	to	6	0	0	3	2
4	12	1	to	4	14	0	2	1	6	1	0	to	6	2	0	3	8
4	14	1	to	4	16	0	2	2									

Thereafter the tax is 1d. for each 2s. or part thereof up to £20 a week, except that 1d. is levied on that part of each £ exceeding 10s., but not exceeding 14s. Where wages exceed £20 a week the tax is 15s. 8d., plus 1d. for each 2s. over £20. Taxpayers who have a wife or dependent children under sixteen years are allowed a tax rebate of 6d. per week for each dependant.

The rate of Special Income Tax where no income is derived from wages is as follows (on income derived in 1936-37):—

Net Assessable Income.	Rate of Tax per £.		
	1st £100.	2nd £100.	Balance.
Not exceeding £156	d.	d.	d.
Over £156 but not over £208	3	3	..
" £208 " " " £260	4	4	4
" £260 " " " £312	4	6	8
" £312 " " " £312	5	6	8
" £312 " " " £1,040	5	8	9
" £1,040 " " " ..	6	8	10

Where the income is derived partly from wages and partly from other sources the rate is calculated in regard to total income. Persons resident in Australia whose income from all sources does not exceed £156 per annum

are not required to pay the tax, and pension derived by residents with total income not exceeding £200 is also exempt. A tax rebate of 26s. is allowed in respect of a wife and each dependent child under sixteen years of age.

From 1st January, 1939, persons whose incomes are below £219 per annum or £4 4s. per week and who have dependants will be exempted from special income tax and wages tax.

(iv) *Victoria*.—Legislation passed in 1937 was as follows:—Unemployment Relief Tax (Rates) Act 1937, No. 4493; and Unemployment Relief Loan and Application Act 1937, No. 4507.

The rates of tax are on a sliding scale according to salary, commencing at a rate of 2.47d. in the £ for incomes of £105 to £207; 3.09d. from £208 to £311; 3.16d. from £312 to £349; and so on up to a maximum rate of 10.87d. for incomes in excess of £3,000. In each case the amount of tax calculated is subject to a deduction of 20 per cent.

(v) *Queensland*.—No legislation was passed in 1937 but the Income (Unemployment Relief) Tax Acts 1930 to 1935 were repealed by the Income (State Development) Tax Act of 1938, which levies tax upon incomes from employment and other sources for the purpose of aiding in the improvement of the general economic welfare of the State and of employment generally. The rates of tax, which are operative from 1st January, 1939, are as follows:—

Income from Employment.(a)

Annual Rate of Income	Rate of Tax per £.
Not exceeding £211	d. Nil
Over £211 but not over £227	3
„ £227 „ „ £499	6
„ £499	9

(a) The schedule is for the metropolitan district. Other districts have appropriate schedules prescribed.

Income other than from Employment.

Annual Rateable Income.	Rate of Tax per £.
Not exceeding £227	d. 3
Over £227 but not over £499	6
„ £499	9

For the income year 1938-39 and subsequently, persons whose total income does not exceed £211, will be exempt from tax.

(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*.—No legislation dealing with this subject was passed from 1932 to 1937. Special taxation has not been imposed, all money for the purposes being provided by the Government, Municipal Authorities and other bodies. There is a Hospital Tax of 1½d. in the £ applicable to all incomes over £1 per week (from 1st January, 1931). 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 dependants having an income of under £187 per annum. Under an amendment operating from 1st January, 1937, the maximum of the graduated scale was raised from 9d. to 1s. in the £, and the exemption granted to persons with dependants was raised to £194 per annum. By a further amendment operating from 1st January, 1938, the exemption was lifted to £199 per annum.

(viii) *Tasmania*.—Legislation passed in 1937 comprised the Public Works Execution Act, Nos. 45 and 68 of 1937; Local Authorities Public Works Subsidies Act No. 3 of 1937; Aid to Forestry (Federal Grant) Act No. 18 of 1937; Aid to Mining (Federal Grant) Act No. 32 of 1937; Federal Aid Roads and Works Execution Act Nos. 25 and 54 of 1937.

There is no special taxation for unemployment relief, relief work and sustenance being provided for from revenue.

2. **Unemployment Relief—Sustenance Rates.**—(i) *New South Wales*.—The Unemployment Council supervises measures for the placement of the residential unemployed in industry, and special arrangements are made for placing and training young men (aged nineteen to 25) in skilled occupations. The wages of these trainees are supplemented by the State. Where works are declared by proclamation to be works for the unemployed the wages, hours and conditions of employment may be fixed by the Minister for Labour and Industry. The labour for relief works is engaged usually through the Labour Exchanges organized in the Department of Labour and Industry. A social aid service has been established to relieve distress arising from poverty or unemployment, and, as far as practicable to rehabilitate the persons concerned. In addition to food relief, according to the scale shown in the next table, special foods may be provided for the sick and invalided, and a pint of milk per day for mothers (before and after child-birth) and for children under seven years of age. Clothing and boots are issued twice a year and free medical attention and medicine where necessary. Persons are not eligible for social aid if the family income exceeds a certain limit. In assessing income appropriate exemption is allowed in respect of earnings.

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 (exclusive of special foods) per fortnight for the various family units:—

Family Unit.	Scale.	Food Relief (Per fortnight).	
		Limit of Income.	Value (Metropolitan).
Single Adult	A	£ 1 5 0	£ 0 15 0
Married Couple	B	2 0 0	1 8 0
“ “ 1 child	B1	2 10 0	1 18 0
“ “ 2 children	B2	3 0 0	1 19 6
“ “ 3 children	B3	3 5 0	2 5 6
“ “ 4 children	B4	3 10 0	2 11 6
“ “ 5 children	B5	3 15 0	2 17 6
“ “ 6 children	B6	4 5 0	3 3 6
“ “ 7 children	B7	4 15 0	3 9 6
Each Additional Child .. .. .	..	0 10 0	0 6 0

Juveniles between the ages 15 and 21 receive relief on the “single adult” scale; also children at age 14 for whom family allowance or widow’s pension is not being paid.

The following is the scale of relief work provided, and the resultant average fortnightly earnings applicable to the various family units shown :—

Scale.	Family Units.	Work periods	Average fortnightly earnings.
A.	Single man or widower without dependants	Weeks. 1 in 5	£ s. d. 1 10 5
B.	Married man Single man or widower with one dependant 14-20 years	} 2 in 7	2 3 5
C.	Married man with— 1 or 2 dependants under 14 years 1 dependant, 14-20 years Single man or widower with 2 dependants 14-20 years .. .. .			} 2 in 5	3 0 10
D.	Married man with 3 dependants under 14 years	3 in 7	3 5 1
E.	Married man with— 4 or 5 dependants under 14 years 2 dependants, 14-20 years 1 dependant under 14 and 1 or 2 dependants 14-20 years 2 or 3 dependants under 14 and 1 dependant 14-20 years Single man or widower with 3 dependants 14-20 years	} 2 in 4	3 16 0
F.	Married man with— 6 or 7 dependants under 14 years 3 or 4 dependants 14-20 years 1 dependant under 14 and 3 dependants 14-20 years 2 dependants under 14 and 2 or 3 dependants 14-20 years 3 dependants under 14 and 2 dependants 14-20 years 4 dependants under 14 and 1 or 2 dependants 14-20 years 5 or 6 dependants under 14 and 1 dependant 14-20 years Single man or widower with 4 dependants 14-20 years .. .. .			} 3 in 5	4 11 2
G.	Married man with— 8 to 12 dependants under 14 years 1 or 2 dependants under 14 and 4 dependants 14-20 years 3 or 4 dependants under 14 and 3 or 4 dependants 14-20 years 5 or 6 dependants under 14 and 2 to 4 dependants 14-20 years 7 to 12 dependants under 14 and 1 to 4 dependants 14-20 years	} 4 in 5	6 1 7

This work is provided on "Emergency" relief works in certain areas in the Northern Coal-fields districts. The majority of relief workers are paid at award rates, and the usual scale of work is two weeks in eight for single men, or two weeks in four for married men, with longer periods for men with the larger families who would have been entitled to such under the emergency relief scale.

(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 following are the weekly rates of sustenance in operation from 6th September, 1937:—

Family Unit.	Maximum Weekly Permissible Income.	Maximum Weekly Sustenance that may be Granted to—		
		Unemployable for whom Sustenance has been Specially Authorized by the Hon. the Minister	Employable Applicant for whom Work in Return for Sustenance is not Provided.	Employable Male Working in Return for Sustenance, vide Section (8) of the Act.
(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		11 0	17 6
Approved prospector	12 0		11 0	17 6
Individual residing with strangers or relatives other than parents	12 0	6 6	11 0	17 6
Single unemployed employable male 21 years of age or over as member of family unit the head of which is in receipt of sustenance	In accordance with family unit of which he is a member		5 0	10 0
Two	20 0	9 9	18 6	30 6
Three	25 0	And for each unemployed dependant	And for each male unemployed dependant under 21 years of age, and for each unemployed female dependant irrespective of age, 4s. per week:	And for each unemployed dependant residing with the applicant—
Four	27 6	respectively of age, 2s. 6d. per week:	Provided in any instance the total value of sustenance does not exceed 29s. 9d. per week.	(a) 4s. per week for each dependant and under 16 years of age,
Five	30 0			(b) 5s. per week for each male 16 years and under 21 years of age,
Six	32 6			(c) 3s. per week for each female 16 years of age or over:
Seven	35 0			Provided in any instance the total value of sustenance does not exceed 62s. 6d. per week.
Eight	37 6			
Nine	40 0			
Ten	42 6			

Under the Act and Regulations "Income" is defined as the full amount of money earned by the applicant and all members of the family residing with him (including any pension, allowance, bonus, commission, or other benefit, and money received from all sources except from charitable organizations or societies).

In no instance must the total amount of the income received by the family and the value of the sustenance granted exceed £3 14s. in any one week. In assessing the amount of income to decide eligibility to receive sustenance, the following amounts are not taken into account:—

- (1) A sum of 7s. 6d. per week of the total amount paid to the applicant and the members of the family residing with him by the British Government or Commonwealth of Australia by way of pension in respect of disabilities caused by war; and

- (2) The sum of 7s. 6d. of the total weekly amount paid to members of the family residing with the applicant or with whom he resides by the Commonwealth of Australia by way of an invalid and/or old-age pension.

Men in receipt of sustenance may be called upon to work in return for sustenance by the municipality where sustenance is received, and the hours to be worked are computed by dividing the sustenance to which recipients are entitled under the Regulations by the hourly wage operating in the municipality in which the work is performed. This means that if a recipient of sustenance were entitled to 38s. 6d. per week and the wage was 12s. 6d. per day of eight hours or 1s. 6 $\frac{3}{4}$ d. an hour, the number of hours to be worked would be computed by dividing 38s. 6d. by 1s. 6 $\frac{3}{4}$ d. The work that may be undertaken as work in return for sustenance by municipalities is any which municipal councils are empowered or required to do or perform under the provisions of the *Local Government Act 1928* or of any other Act, except private street construction and any other works in respect of which property-owners are required to contribute a portion or the whole of the cost. In connexion with the utilization of work in return for sustenance no male person ordinarily employed by the municipality must be dismissed or otherwise cease to be employed. Where work in return for sustenance is performed the payment of sustenance is made in cash. In other cases sustenance is granted to persons entitled thereto in such a manner as the Minister may, from time to time, direct.

Eighty-eight per cent. (88%) of the persons in receipt of sustenance in the State are working in return therefor, and the weekly rates are as set out in column 5 of above schedule. The balance of 12 per cent. comprises employable unemployed males in receipt of sustenance for whom the municipality is unable to provide work. In such cases the weekly rate of sustenance is in accordance with column 4 of the above schedule.

In an endeavour to decrease the number of persons in receipt of sustenance in the State, and with the object of finding employment for men in trades or callings for which they are experienced or in which they have been trained, there has recently been inaugurated an Employment Service. Under this service a complete classification of all persons in receipt of sustenance has been obtained and this classification embraces 570 trades. In addition to the classification there is also a complete history in respect of the mentality, industrial record, educational qualifications, physical and social condition of all persons in receipt of sustenance. Over 16,000 persons have already been interviewed and a complete history recorded, and the work of contacting with employers with a view to the rehabilitation of the unemployed has been very satisfactory. Within a period of five months employment has been found for over 900 men, and of the positions obtained 300 are of a permanent character. In addition to finding employment a very important result of the service is a complete classification of all male recipients of sustenance.

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 full-time employment each week for eleven weeks if they are unable to return to their homes each night, and 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 1927. Following representations made by the Australian Workers' Union, hours of employment under this Award have been reduced from 48 to 44 hours per week as from 1st January, 1938, and the hourly rates of pay increased to give employees the same rates per week of 44 hours as they received per week of 48 hours. The rate of pay for workers employed on relief works is the relevant basic wage prescribed in the Award which, at the 30th June, 1938, was rs. 9⁹/₁₁d. per hour for full-time workers, with an additional 1⁷/₁₁d. per hour for men casually employed. The prescribed margin for work requiring more than the ordinary skill are allowed and, in addition, men camping out receive a camping allowance of rs. 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.

Weekly Ration Scale, if not on Relief Work, as from 31st May, 1937.	Family Unit.	Work Days.	Total Amount of Pay when Work Provided, as from 4th April, 1938.
<i>s. d.</i>			<i>s. d.</i>
8 0	Single man	1	14 9
17 0	Man and wife	1½	26 11
20 9	Man, wife and 1 child ..	2	32 0
24 6	" " 2 children ..	2½	37 2
28 3	" " 3 " ..	2¾	41 8
32 0	" " 4 " ..	3	46 9
35 9	" " 5 " .. (a)	3½	51 4
39 6	" " 6 " ..	3¾	56 5
43 3	" " 7 " ..	4	61 6
47 0	" " 8 " ..	4½	61 8
50 9	" " 9 " ..	4¾	71 2
54 6	" " 10 " ..	5	76 3
58 3	" " 11 " ..	5	80 9
Weekly Ration Scale			
<i>s. d.</i>			
8 0	Widows and single girls without dependants .. ..	..	..
15 6	Widows and single girls with 1 dependant .. ..	..	..
3 9	For each additional dependant ..	..	..

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

The above rates of pay, both for rations and work, are increased in the northern and western parts of the State by the addition of parities.

Sons over 18 years of age are also entitled to relief provided the father's weekly earnings do not exceed certain amounts commencing at £4 5s. 6d. and advancing by 4s. 6d. in respect of each child in the family under 18 years of age above four in number.

From the 16th September, 1938, the intermittent relief scheme entered upon its closing stages, and is being replaced by the Government's new development employment plan. Under the new order all single men will be placed on rations, and the number of married men engaged on intermittent relief work reduced by 50 per cent. from the date mentioned; by a further 50 per cent. in January, 1939; and such work abolished altogether on and after 30th June, 1939.

(iv) *South Australia*.—The issue of unemployment relief is controlled by the Unemployment Relief Council.

The cost of relief for the various family units is as follows:—

Family Unit.	Per Week.
	s. d.
Single person	6 1
Man and wife	13 8
For each child in the home, the following is the cost of relief, viz. :—	
13 years and over	6 1
Over 9 years and under 13	5 4
" 6 " " " 9	4 8
" 3 " " " 6	4 1
" 1 " " " 3	3 5

Separate relief orders are issued for groceries, bread, meat, vegetables fresh milk, and firewood. The grocery order is issued for a definite value, and the recipient selects goods from the list thereon, to the value stated. The fruit and vegetable order is also a "value" one and, at the recipient's option, it may be used for additional groceries, bread, or fresh milk, instead of vegetables. The bread, meat, and milk orders are issued for definite quantities.

Contract prices are arranged for all items on the ration list, and the unit costs shown above consequently vary from time to time, although the amount of relief available to the recipient remains constant. In October, 1937, the cost of relief for a single man was 6s. 4d., and the cost for the various family units was relatively higher. These rates are calculated on the contract prices operating in the metropolitan area. In country areas the cost varies considerably in the different towns, but the recipient receives the same amount of relief as in the metropolitan area. The quantitative orders would not affect the recipient, and a necessary percentage is added to those orders which are issued on the value basis. The value of the relief to the recipient is, of course, greater than that shown, as the contract system enhances the value of the order.

Married men are granted 1 cwt. of firewood weekly, and during the winter months this allowance is increased to 1½ cwt. weekly. Infants not naturally fed are supplied with fresh milk, sugar, fruit, and cereals, and if such food is considered unsuitable by a medical officer special foods are substituted as

may be recommended. To assist those recipients of relief threatened with eviction to meet rental charges, one day's work per week is provided at the basic or award rate.

In a number of centres, both in the metropolitan area and in the country, recipients of relief render services in return for the relief issued to them, plus a subsidy from the local governing authority. The subsidy, which is a percentage of the cost of relief issued to each recipient, varies from 25 per cent. to 100 per cent. in the different districts. The subsidy is always paid in cash, but in some instances the ration costs are not paid in cash, as the recipients desire to have the advantage of the contract system. Under this scheme the full amount earned is paid by the local authorities, who are reimbursed by the Unemployment Relief Council to the extent of the relief costs involved. Tools and materials are found by the local authorities, and the length of time to be worked is calculated at the basic or award rate applying to the particular class of work being undertaken.

There are no established intermittent relief works operating in this State, but various works are put in hand from time to time for the purpose of providing some work for the unemployed. Apart from such works and the Relief Subsidy Scheme there are no general intermittent relief works.

(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 on relief work has been on a rotary basis. The following is the scale of relief work now provided, and the resultant average earnings per week applicable to the family unit shown, together with the rates of sustenance per week to those not engaged on relief works.

Family Unit (a)	Employment on Relief Works.(b)			Sustenance.
	Periods of Rotation	Periods of full-time work* included in "A."	Average earnings per week† over period "A" of earnings during period "B."	Rate per week (applicable only to those not engaged on Relief Works).
	"A"	"B."	"B."	
	weeks.	weeks.	£ s. d.	s. d.
Married couple	8	6	3 2 6	14 0
" " with 1 child	9	7	3 4 10	21 0
" " " 2 children	8	7	3 13 0	28 0
" " " 3 " "	full-time	full-time	4 3 0	35 0
" " " 4 " "	"	"	4 3 0	42 0
" " " 5 or more children	"	"	4 3 0	49 0

* At arbitration rates.

† Average earnings shown fluctuate proportionately in accordance with any alteration in the basic wage.

(a) Single men are provided each week with work equivalent to the value of 30s.

(b) After completion of "B" no further work or sustenance is available until the elapse of the balance of the corresponding rotation period shown in "A".

single men. This allotment fluctuated somewhat until in March, 1936, the men (married and single) were placed on full time. This favourable condition obtained until the end of June, but rationing of work became necessary again early in July, 1936, pending the organization and development of the 1936-37 works programme. In 1937-38 both married and single men were employed full-time from November, 1937, to June, 1938, and whilst this continued for married men after the latter date, the single men reverted to one week's work in four. It is anticipated that full-time will again operate for single men in November, 1938. The programme for 1938-39 will depend to a large extent on Defence and Civil Aviation requirements. 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. In the case of families of four and five children, the maximum allotment is increased to three weeks in five. Additional funds occasionally make it possible to increase the ratios mentioned above.

(viii) *Northern Territory.*—The position regarding the provision of work for unemployment relief in the Northern Territory is as follows:—

Married men with not less than three years residential qualification—
three days per week.

Married men who have resided in the Territory for twelve months,
but less than three years—one day per week.

Single men with not less than twelve months' residential qualification—
one day per week.

The basic wage is paid, which is at present 18s. 1d. per diem.

Ration orders are issued to sick persons, destitute women and children and to the aged and infirm, each case being dealt with on its merits. Concessions are granted in regard to such matters as hospital treatment, burials, fares out of the 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 ..	15 3	21 9	30 5(a)	30 5(a)	32 7
Victoria ..	17 6(b)	30 6	34 6(c)	38 0(c)	42 6(c)
Queensland ..	14 9	26 11(d)	32 0(d)	37 2(d)	44 8(d)
South Australia (e)	..	..	..	..	..
Western Australia ..	30 0	62 6(f)	64 10(f)	73 0(f)	81 1
Tasmania ..	15 1	28 1	33 3	38 6	43 7
Northern Territory ..	15 0	25 0	..	..	..
Australian Capital Territory (g)	14 11	31 2	36 5(g)	46 0(g)	46 9(g)

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

(a) Or one unemployed child of 14 to 20 years in family or single man with 2 dependants 14-20 years.

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

(c) 1s. extra for each unemployed male dependent child 16-20 years, or each unemployed female child or dependant 16 years or over residing with applicant provided value of sustenance does not exceed 62s. 6d. per week.

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

(e) See note (d) Table II.

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

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

II. Subsistence Rates (without work).

(PER WEEK.)

State.	Single Man.	Married Man	Married Man and—		
			One Child.	Two Children.	Three* Children.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
New South Wales ..	7 6	14 0	19 0	19 9	22 9
Victoria ..	11 0 ^(a)	18 6 ^(b)	22 6 ^(b)	26 6 ^(b)	30 6 ^(b)
Queensland ..	8 0	17 0 ^(c)	20 9 ^(c)	24 6 ^(c)	28 3 ^(c)
South Australia (d) ..	5 10	13 2	17 8½ ^(e)	22 3 ^(e)	26 9½ ^(e)
Western Australia ..	(f)	14 0	21 0	28 0	35 0
Tasmania ..	10 3	19 10	23 5	27 0	30 7
Northern Territory ..	(g)	(g)	(g)	(g)	(g)
Australian Capital Territory	6 5	11 2	16 5	20 9	20 9

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

(a) Unemployables residing with others than parents—6s.

(b) Rates represent 4s. for each unemployed male dependant under 21, and for each female dependant residing with applicant, provided the weekly value of subsistence does not exceed 50s. 6d. Unemployables for whom subsistence specially approved receive 9s. 9d. per week plus 2s. 6d. for each child.

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

(d) Recipients work out cost of rations (at Arbitration rates) to which is added a cash subsidy ranging from 2s. per cent. to 100 per cent. of the value of such cost. The ration value may be either in cash or kind. Recipients threatened with eviction are given one day's work per week to assist in meeting rental charges.

(e) Rates vary according to ages of children but average has been taken at 4s. 6½d. No fixed maximum for family.

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

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

3. 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 and £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 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, and (from Loans) in 1933–34, £300,000. 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.

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 metalliferous mining industry ..	50,000
For Forestry works	9,000

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.

By Act No. 13 of 1936 the amounts provided for assistance to the States in respect of mining and forestry were supplemented by further grants from Revenue to be made available during 1936-37 and 1937-38 (upon similar conditions) as follows:—

	For Metalliferous Mining.		For Forestry.	
	Financial Year 1936-37.	Financial Year 1937-38.	Financial Year 1936-37.	Financial Year 1937-38.
	£	£	£	£
New South Wales	19,600	13,600	25,000	12,500
Victoria	27,000	18,700	50,000	25,000
Queensland	35,600	24,900	15,000	7,500
South Australia	12,800	..	8,500	4,250
Western Australia	34,600	9,800	50,000	25,000
Tasmania	10,400	3,000	12,500	6,250
	140,000	70,000	161,000	80,500

Under Act No. 12 of 1936 a sum of £100,000 yearly was granted from Revenue for the ten years commencing 1st July, 1935, for payment to the States in the following proportions:—

	£
New South Wales	39,400
Victoria	27,400
Queensland	14,450
South Australia	8,700
Western Australia	6,650
Tasmania	3,400

100,000

This measure provides that the grant shall be devoted to the payment of interest and sinking fund on approved loans raised by public authorities (preferably outside metropolitan areas) and the assistance is conditional upon grants of equal value for the same purpose by State Governments. The primary object of the grant is the relief of unemployment in country districts.

Under Act No. 71 of 1936 a sum of £150,000 was appropriated from Revenue for payment to the States by way of grant to be expended in the provision of assistance to persons out of employment. The object of this grant was to provide relief to persons out of work at the 1936 Christmas season.

The amount of £150,000 was distributed as follows :—

	£
New South Wales	59,200
Victoria	40,900
Queensland	21,700
South Australia	13,000
Western Australia	10,000
Tasmania	5,200
	150,000

Under Act No. 46 of 1937, a sum of £100,000 was appropriated for direct expenditure by the Commonwealth in the States and Territories on public works and services. The purpose of this expenditure was to provide to as great an extent as possible additional employment for those who are unemployed at or about Christmas time.

(ii) *New South Wales*.—The receipts and expenditure in connexion with the relief of Unemployment in New South Wales are not available apart from totals which include other forms of charitable relief and social services, but the following amounts are shown in the various Treasurer's Statements as having been spent on sustenance payments in the years 1930-31 to 1937-38 :—

Year.	£	Year.	£
1930-31 ..	1,837,886	1934-35 ..	1,076,670
1931-32 ..	5,070,732	1935-36 ..	980,760
1932-33 ..	3,511,978	1936-37 ..	1,114,950
1933-34 ..	1,467,953	1937-38 ..	1,110,000 (a)

(a) Estimated.

(iii) *Victoria*.—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1931-32 to 1937-38 :—

Year.	Receipts.	Expenditure.
	£	£
1931-32 ..	1,622,400	1,625,458
1932-33 ..	1,731,721	1,569,356
1933-34 ..	1,618,397	1,766,873
1934-35 ..	1,695,707	1,898,132
1935-36 ..	1,984,754	1,754,165
1936-37 ..	1,966,435	1,760,022
1937-38 ..	1,963,639	1,962,105

(iv) *Queensland*.—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1931–32 to 1937–38 were as follows:—

Year.	Receipts. £	Expenditure. £
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
1935–36 ..	2,494,637 ..	2,653,182
1936–37 ..	2,637,172 ..	3,059,964
1937–38 ..	2,808,961 ..	2,664,314

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 1937–38 the expenditure from the Fund was £505,791, of which £476,191 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 moneys for the relief of unemployment in their districts. The total expenditure on Unemployment Relief (excluding Children's Welfare and Public Relief) during 1931–32, was £852,059; during 1932–33, £622,331; during 1933–34, £534,418; during 1934–35, £483,436; and during 1935–36, £413,035. The estimated expenditure for 1936–37 was £375,127, and during 1937–38, £319,067.

(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 1931–32, expenditure on sustenance was £643,996 and on relief works (from loan) £1,202,547. In 1932–33 expenditure on sustenance amounted to £345,956 (of which £149,833 was for sustenance work) and on reproductive relief work (from loan) to £1,183,864. In 1933–34 the expenditure from Revenue was £232,192 representing £176,203 for rations and lodgings; £49,239 on sustenance work; £2,274 for grants to institutions; and £4,476 on firewood and miscellaneous; and the expenditure (from loan) on reproductive relief work was £1,884,897. In 1934–35 the expenditure from Revenue amounted to £72,496, consisting of £52,747 for rations and lodgings, £16,195 on sustenance work; £481 for grants to institutions; and £3,073 on firewood and miscellaneous; and the expenditure (from loan) on reproductive relief work was £2,077,326. In 1935–36 revenue expenditure amounted to £49,870, made up by rations and lodgings, £32,295; sustenance work, £14,595; grants to institutions, £156; firewood and miscellaneous, £2,824; and (from loan) on reproductive relief work the expenditure was £2,011,888. In 1936–37 revenue expenditure amounted to £51,144 made up by rations and lodgings, £34,298; sustenance work, £14,821; grants to institutions, £143; firewood and miscellaneous, £1,882; and the expenditure (from loan) on reproductive relief works was £1,772,893. In 1937–38 revenue expenditure amounted to £51,966, made up by rations and lodgings, £36,026; sustenance work, £14,021; firewood and miscellaneous, £1,919; and the expenditure (from loan) on reproductive relief works was £1,171,389.

(vii) *Tasmania*.—The amounts expended from Revenue during the last seven years on unemployment relief including relief work and sustenance for the unemployed are as follows:—

Year.					Expenditure.
					£
1931-32	..	..	..	..	70,000
1932-33	..	..	..	..	69,892
1933-34	..	..	..	..	168,350
1934-35	..	..	..	..	203,867
1935-36	..	..	..	..	193,645
1936-37	..	..	..	..	178,573
1937-38	..	..	..	..	174,672

The amount of £174,672 for 1937-38 includes £75,515 for relief work in lieu, and £14,810 for sustenance.

(viii) *Australian Capital Territory*.—There is no special taxation levied for the relief of unemployment in the Australian Capital Territory. The works upon which the unemployed are dependent have, in recent years, been largely financed from the annual appropriation for Defence, New Works, Buildings, &c., and to a lesser degree from the votes for Maintenance services. In addition, various additional amounts have been made available from time to time from special appropriations to supplement existing votes with a view to increasing the ratio of employment. The amounts expended as purely unemployment relief measures in each year cannot therefore be stated, as they form a part of the general works programme within the Territory. Special provision is made, however, for the alleviation of distress, and the expenditure under this heading during the past five financial years was as follows:—1933-34, £2,728; 1934-35, £2,405; 1935-36, £1,869; 1936-37, £848; and 1937-38, £1,464. This expenditure includes rations granted in certain cases, work in lieu of rations for itinerants, payments to the Canberra Relief Society for subsequent disbursement, the supply of firewood for unemployment camps and railway fares for destitute persons.

(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, in 1933-34, £7,968, in 1934-35, £4,455, in 1935-36, £4,739, in 1936-37, £5,000; and in 1937-38, £8,825.

(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 eight years, 1930-31 to 1937-38. 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. The Gross Loan Expenditure on Works, &c., by the States amounted to £21,889,083 in 1937-38.

4. **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 numbers in receipt of or working for sustenance or working "part-time" on relief works in the various States at the 30th June, 1938:—

State.				
New South Wales	..	..	..	52,892
Victoria	..	..	..	19,316
Queensland	..	..	..	28,385
South Australia	..	..	..	10,135
Western Australia	..	..	..	6,673(a)
Tasmania	..	..	..	1,106
Northern Territory	..	..	..	62
Australian Capital Territory	..	..	..	..
Total	..	..	..	118,569

(a) Includes 499 men "standing down", married men with three or more children who work full-time; and a certain number of foremen or "key" men

Workers engaged "part-time" on "relief" works, mostly on a "rotational" system are either directly employed by the various governments or through local government authorities. In addition to these, however, large numbers are employed on a "whole-time" basis on works which from their nature can hardly be regarded as purely for the relief of unemployment. As the cost is 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 numbers engaged from a "relief" point of view.

§ 5. 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 March 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 various State Free Labour Bureaux in Australia in the years 1933 to 1937. 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.
1933	671,175	183,952	192,772
1934	548,270	142,854	153,176
1935	348,009	108,413	115,840
1936	346,919	103,371	109,389
1937	290,214	110,628	115,193

(a) Exclusive of Tasmania.

§ 6. 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 1933 to 1937 :—

Industrial Accidents.—Number, 1933 to 1937.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.	
No. of Fatal Accidents	1933 ..	54	17	9	2	26	8	116
	1934 ..	55	24	13	1	33	7	133
	1935 ..	42	21	8	5	32	3	111
	1936 ..	46	22	10	7	44	7	145
	1937 ..	64	38	18	4	39	8	171
No. of Accidents incapacitating for over 14 days	1933 ..	(a) 5,337	558	232	134	561	76	6,898
	1934 ..	5,696	720	479	117	939	136	8,087
	1935 ..	6,134	719	480	222	985	177	8,717
	1936 ..	7,802	739	522	180	1,475	107	10,825
	1937 ..	8,150	1,027	601	156	1,309	136	11,379

(a) *Vide* remarks below.

Compared with 1936 the numbers of deaths from industrial accidents in 1937 increased in New South Wales, Victoria and Tasmania and decreased in Queensland, South Australia and Western Australia. The number of non-fatal accidents increased in all States except South Australia and Western

Australia, where decreases were recorded. Non-fatal accidents in New South Wales and Victoria showed a considerable increase on the number recorded in the previous year.

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 1937.

Industrial Accidents.—Number in Industrial Groups, Australia, 1937.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	7	536
II. Engineering, etc.	9	3,368
III. Food, Drink, etc.	7	880
IV. Clothing, Hats, etc. .. ..	..	497
V. Books, Printing, etc. .. ..	..	416
VI. Other Manufacturing	5	2,088
VII. Building and Scaffolding	4	25
VIII. Mining	(a) 130	(a) 3,189
IX. Lifts	7	8
X. Miscellaneous	2	372
Total	171	11,379

(a) Includes accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works as follows:—1 fatal, 915 non-fatal in New South Wales, 2 fatal, 5 non-fatal in Western Australia and 2 non-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 80 for fatal and 41 for non-fatal of the respective totals recorded for all industrial accidents.

Four fatal accidents occurred in connexion with building and scaffolding, and seven deaths resulted from lift accidents. Twenty-eight fatal, and 7,785 non-fatal accidents were reported in the manufacturing industries, and 3,368 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 1937.

Mining Accidents.—Classification according to Causes, 1937.(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 ..			2	..	5	1	8
" " Falls of Ground	4	6	3	..	10	..	23
" " Falling down shafts, etc.	1	1	3	..	8	1	14
Other Accidents	5	..	3	..	8	..	16
2. Above Ground							
Accidents caused by machinery in motion	1	..	..	..	3	..	4
Other Accidents	6	..	..	1	4	2	13
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	1	1	1	1	2	2	(b) 8
4. Quarries, Brick and Clay Pits, etc. .. ..	..	4	..	2	..	..	6
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. ..	..	13	..	..	..	..	13
Accidents caused by Explosives (Dynamite, etc.) .. ..	..	..	..	..	..	..	..
Accidents caused by Falls of Earth	18	1	1	..	..	1	21
Other Accidents	5	..	1	..	..	..	6
2. Above Ground—							
Accidents caused by machinery in motion .. ..	..	..	..	..	..	..	..
Other Accidents	2	..	..	..	..	..	2
Total	43	26	14	4	40	7	134

(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 1 accident in New South Wales and 2 in Western Australia reported by Chief Inspector of Factories as having occurred in ore-dressing, smelting and metallurgical works.

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.							
1. Below Ground—							
Accidents caused by Explosives ..	3	4	3	..	10	3	23
" " Falls of Ground	52	..	19	1	17	4	93
" " Falling down shafts, etc.	12	5	1	..	32	1	51
Other Accidents	159	..	92	2	717	28	998
2. Above Ground—							
Accidents caused by machinery in motion	5	4	..	..	21	1	31
Other Accidents	92	1	10	11	144	42	300
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	916	5	63	92	82	17	1,175
4. Quarries, Brick and Clay Pits, etc. .. ..	..	15	..	13	..	..	28
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.)	4	..	..	..	2	..	6
Accidents caused by Falls of Earth	26	4	44	..	50	2	126
Other Accidents	29	3	105	..	175	2	314
2. Above Ground—							
Accidents caused by machinery in motion	1	..	2	..	..	..	3
Other Accidents	7	..	14	..	24	1	46
Total	1,306	41	353	119	1,274	101	3,194

(a) Complete reports not available. (b) Inclusive of 922 accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works.

One hundred and one fatal mining accidents occurred below ground, in Australia during the year, as compared with 34 above ground. Fatal accidents in ore-dressing, smelting and metallurgical works in 1937 numbered eight, as against 78 in metalliferous mines, 42 in coal mines and six 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 1,175. The number of non-fatal mining accidents below ground was 1,165 and above ground 331. Twenty-eight non-fatal accidents occurred in quarries and brick and clay pits.

CHAPTER V.—ASSOCIATIONS.

§ 1. Labour Organizations.

1. **General.**—In Labour Report No. 2 an outline was given of the method adopted to ascertain the number of members of labour organizations in Australia, and tabulated results up to the end of 1912 were included. From the beginning of 1913 quarterly returns were obtained from a considerable number of trade unions, both as to membership and unemployment, and these were supplemented at the end of each year by special inquiries as to the membership of those unions which, owing to the nature of the callings and industries covered, were unable to furnish quarterly unemployment returns. The following pages show the general situation in regard to the trades union movement in Australia at present, and its development since the year 1933. The affairs of single unions are not disclosed in the published results and this has assisted in securing complete information. The Bureau is greatly indebted to the secretaries of Trade Unions for their cordial co-operation in regard to the supply of information.

The figures published in this chapter cover the years 1933 to 1937. Particulars for the years 1912 to 1932 will be found in preceding issues of the Labour Report.

2. **Trade Unions and Branches—Number and Membership, 1933 to 1937.**—The following table gives particulars of the number of separate unions and branches with the number of members at the end of the years 1933 to 1937:—

Trade Unions—Branches and Membership.

Year.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N'thern T'tory.	A.C.T.	Total.	Aust.
NUMBER OF SEPARATE UNIONS.										
1933..	183	149	107	109	128	80	4	15	775	4356
1934..	185	149	106	109	128	79	4	15	775	4355
1935..	182	147	109	112	130	77	4	15	776	4354
1936..	184	147	111	114	132	76	5	15	784	4356
1937..	184	147	110	113	132	76	6	15	783	4358
NUMBER OF BRANCHES.										
1933..	580	406	320	177	188	78	..	..	1,749	42,168
1934..	579	406	323	183	188	77	..	1	1,757	42,177
1935..	584	399	321	183	190	77	..	1	1,755	42,177
1936..	559	395	314	177	211	71	..	1	1,729	42,157
1937..	571	396	309	171	198	70	..	1	1,716	42,141

(a) Allowing for interstate duplication. The figures represent the number of distinct organizations and interstate groups of organizations. They do not represent the total number of organizations which are practically independent and self-governing (see following remarks). (b) Includes not only branches of separate State unions and sub-branches in each State of interstate unions, but also head State branches of interstate unions.