

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

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 28 while particulars for the year 1938 are furnished in the present Report.

2. **Industrial Disputes in Industrial Groups, 1938.**—The following table deals with industrial disputes involving stoppage of work during the year 1938 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 1938 was 376, as compared with 342 during the previous year. In New South Wales 340 disputes occurred, 302 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1938 amounted to 1,337,994 for all disputes in Australia, as compared with 557,111 working days lost during 1937. The estimated loss of wages was £1,303,820 in 1938, as compared with £506,745 for year 1937

Industrial Disputes in Industrial Groups, 1938.

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—							£
II	Engineering, metal works, etc.	13	18	1,171	2,591	3,762	217,686	180,743
III.	Food, drink, etc.	8	10	3,260	145	3,405	6,495	5,960
IV.	Clothing, textiles, etc.	1	1	217	..	217	8,246	6,185
VI	Other manufacturing	5	5	390	130	520	11,723	9,013
VIII	(a) Coal-mining	302	438	109,219	3,798	113,017	719,310	768,799
XI.	(b) Other mining, quarries, etc.	5	5	1,570	..	1,570	6,474	6,903
XI.	Shipping, wharf labour, etc.	2	2	273	1,499	1,773	58,805	34,811
XIV.	Miscellaneous	4	4	278	6	284	688	462
	Total	340	483	116,378	8,160	124,538	1,029,427	1,012,915
	Victoria—							
I	Wood, saw-mills, etc.	2	2	72	11	83	5,412	4,670
II.	Engineering, metal works, etc.	3	3	414	15	429	14,027	13,300
III	Food, drink, etc.	1	1	19	..	19	57	46
IV.	Clothing, textiles, etc.	6	13	2,003	1,736	3,739	25,520	15,348
VII.	Building	2	12	920	850	1,770	9,520	8,847
VIII.	(a) Coal-mining	5	7	4,250	..	4,250	49,800	45,384
	Total	19	38	7,678	2,612	10,290	104,336	87,595
	Queensland—							
VIII.	(a) Coal-mining	3	7	2,635	..	2,635	87,298	87,166
XI.	Shipping, wharf labour, etc.	1	1	13	..	13	169	148
XIV.	Miscellaneous	1	1	9	..	9	72	65
	Total	5	9	2,657	..	2,657	87,539	87,379
	South Australia—							
II	Engineering, metal works, etc.	1	1	31	..	31	155	120
XI	Shipping, wharf labour, etc.	1	1	42	52	94	94	103
	Total	2	2	73	52	125	249	223
	Western Australia—							
I	Wood, saw-mills, etc.	1	1	400	..	400	4,000	3,200
II	Engineering, metal works, etc.	2	2	97	120	217	741	598
VII.	Building	1	15	2,000	500	2,500	25,000	23,000
VIII	(a) Coal-mining	2	2	277	..	277	277	280
	(b) Other mining, quarries, etc.	1	1	220	30	250	13,750	16,200
	Total	7	21	2,994	650	3,644	43,768	43,278

Industrial Disputes in Industrial Groups, 1938—continued.

Class.	Industrial Group	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
VIII.	Tasmania— (a) Coal-mining	2	4	2,200	..	2,200	72,175	£ 72,030
XIV.	Northern Territory— Miscellaneous	1	1	500		500	500	400
	Australia—							
I	Wood, saw-mills, etc.	3	3	472	11	483	9,412	7,870
II	Engineering, metal works, etc.	19	24	1,713	2,726	4,439	232,609	194,761
III	Food, drink, etc.	9	11	3,279	145	3,424	6,552	6,015
IV.	Clothing, textiles, etc.	7	14	2,220	1,736	3,956	33,766	21,533
VI	Other manufacturing	5	5	399	130	529	11,723	9,043
VII	Building	3	27	2,920	1,350	4,270	34,520	31,847
VIII	(a) Coal-mining	314	158	118,581	3,798	122,379	928,860	973,659
	(b) Other mining, quarries, etc.	6	6	1,790	30	1,820	20,224	23,103
XI	Shipping, wharf labour, etc.	4	4	328	1,542	1,870	59,068	35,062
XIV.	Miscellaneous	6	6	787	6	793	1,260	927
	Total (c)	376	558	132,480	11,474	143,954	1,337,994	1,303,820

(c) The following disputes commenced in, and were uncompleted at the end of, the year 1937, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1938, viz. —

State.	No of Disputes	No. of Establishments	No. of Workpeople Involved.
New South Wales	1	2	380
Tasmania	1	1	203
Total	2	6	583

3. Particulars of Principal Disputes in 1938.—(i) *General*.—The preceding tables show the number and effect of all disputes for the year 1938 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 (376) which occurred in 1938, no less than 314 were in connexion with the coal-mining industry, and of these 302 occurred in New South Wales. The total loss of wages through all disputes in Australia was £1,303,820. The loss through 302 disputes in the coal-mining industry in New South Wales was £768,799, or 59 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 1,337,994. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1938 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 1938 one dispute of an interstate nature occurred. This dispute, which commenced in September, affected the coal-mining industry in New South Wales, Victoria, Queensland and Tasmania, the refusal of the colliery proprietors to accept a log of claims served on behalf of their employees being given as the cause.

The following concessions were demanded:—

- (1) A five day week of six hours a day without a reduction in pay.
- (2) All workers employed on piecework or contract to be guaranteed a minimum wage.

- (3) The various Governments to introduce a special Compensation Act to cover the coal-mining industry.
- (4) Mine workers, on reaching the age of 60 years, to receive a pension of two pounds per week.
- (5) Employees to be paid for fourteen days' holiday annually.
- (6) Wages to be paid weekly.

A compulsory conference ordered by the Commonwealth Court of Conciliation and Arbitration on 23rd September proved abortive and the dispute was referred into Court. On 4th October, the New South Wales Minister for Labour and Industry called a conference in the hope that a basis of settlement could be arrived at, and on the 10th a compulsory conference was summoned by the Queensland State Industrial Court at Brisbane. The lastmentioned conference was adjourned indefinitely, but as a result of the conference called by the New South Wales Minister for Labour and Industry a basis of settlement was unanimously agreed to by representatives of all the unions involved.

The terms of settlement, which were ratified at mass meetings of the employees, were—

- (1) That the hearing of the commission of inquiry into health and safety in mines shall be concluded as quickly as possible.
- (2) Purely industrial matters to be referred for determination by arbitration.
- (3) That consideration of the most suitable form of pensions commission shall be immediately taken up with the combined union's representatives in the four States involved.

Work was resumed after a stoppage lasting five weeks and directly affecting approximately 21,000 workpeople.

New South Wales.—Dissatisfaction with the terms of an award made by the State Arbitration Court was the cause of a dispute involving 1,500 members of the Federated Ironworkers' Union at Lysaghts' Works, Newcastle, in January, 1938. After negotiations to arrange a conference between the parties had failed, a conference presided over by Mr. Justice Cantor was held, but no finality was reached. A suggestion by the Judge, that more progress might be made if he discussed the matter separately with each party, was agreed to, and after several interviews had been held a satisfactory basis of settlement was reached. After a stoppage of fourteen weeks, work was resumed under award conditions pending an application to the Industrial Court.

In February, 1938, a demand for a 5 per cent. increase on award rates for all shiftworkers involved in a dispute moulders employed by the Commonwealth Steel Company at Waratah. At a compulsory conference convened by the Commonwealth Industrial Registrar a proposal that they resume on a day work basis pending an application to the Court was accepted by the employees and work was resumed after a stoppage of more than thirteen weeks.

A dispute lasting nearly five months and involving 65 engineers employed by the Australian Gas Light Company at Mortlake, occurred in May, 1938. Work ceased after a claim for an increase of five shillings per week on the rates being paid under an industrial agreement had been rejected by the Company. At a compulsory conference convened by the State Arbitration Court it was suggested that the men should return to work and submit their claims to the Industrial Commission, but the proposal was

rejected. Direct negotiations proving abortive a settlement was arrived at through the intervention of a member of the State Government. The industry was not seriously affected by the dispute.

Refusal to load a cargo of pig iron for Japan alleged to be intended for the manufacture of arms for use in war, was given as the cause of a dispute in November, 1938, which lasted for approximately eight weeks and involved members of the Waterside Workers' Union at Port Kembla. After several unsuccessful attempts at settlement by direct negotiation the Commonwealth Government applied the licensing provisions of the Transport Workers' Act to Port Kembla.

This action did not have the desired effect as no applications for licences were received. A conference arranged subsequently between Commonwealth Government officials and Union representatives agreed to the following proposals:—

- (1) Waterside workers to load the disputed cargo.
- (2) Conditionally upon the unionists accepting the first proposal the application of the licensing provisions of the Transport Workers' Act to be discontinued.
- (3) Arrangements to be made for Trade Unions to submit to the Prime Minister and Attorney-General questions of policy relative to the export of iron from Australia.

The proposals on being submitted to a meeting of unionists were at first rejected, but ultimately work was resumed under conditions agreed to by conference.

Victoria.—The alleged victimization of employees and a demand for a five-day week involved timber workers in a dispute at Hayden Bros.' Saw Mill, Barwon Downs, in April, 1938. An application to the Commonwealth Arbitration Court for the suspension of the Timber Workers' Award was made by the employers, but after hearing had commenced the Chief Judge suggested a conference between the parties. This was agreed to and terms of settlement arrived at, work being resumed after a stoppage of about thirteen weeks.

The refusal of a claim for an increase of six shillings per week on all marginal rates which was included in a log of claims served on the State Electricity Commission by the Amalgamated Engineering Union was given as the cause of a dispute at Yallourn in June, 1938. A conference was held at which the Commission presented their terms of settlement which included a service grant to employees with four or more years of service; cumulative sick leave up to a maximum of sixteen days; an extra three shillings per week for motor mechanics and double time for work on Sundays and statutory holidays. The proposals were at first rejected by the employees but later negotiations between the Trades Hall Disputes Committee and the Commission resulted in an agreement being reached after a stoppage of approximately thirteen weeks.

Western Australia.—Refusal to reinstate an employee who was dismissed for allegedly doing insufficient work caused a stoppage of work at the Lanecfield Gold Mine in March, 1938. A conference was held but no satisfactory result was attained. The dispute was eventually settled through the mediation of a member of the Legislative Council, who suggested that the Assistant President of the State Arbitration Court should adjudicate on the question of victimization. This proposal was agreed to by the employees and work was resumed after a stoppage of about eight weeks.

4. Industrial Disputes, 1934 to 1938.—(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 1934 to 1938, 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.

1934 ..	13	1	91	9	6	35	153
1935 ..	21	4	108	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1934-38 ..	166	13	933	49	40	90	1,291

WORKPEOPLE INVOLVED.

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
1938 ..	12,822	4,270	122,379	1,820	1,870	793	143,954
1934-38 ..	47,025	4,984	295,612	23,042	12,130	16,101	398,894

WORKING DAYS LOST.

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	397,699	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1934-38 ..	844,873	38,439	1,813,668	185,166	184,890	190,827	3,257,863

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
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	30,408	5,480	15,065	468,825
1937 ..	165,618	211	313,052	20,133	2,572	5,159	506,745
1938 ..	239,222	31,847	973,659	23,103	35,062	927	1,303,820
1934-38 ..	661,542	35,127	1,887,153	175,331	114,527	114,165	2,987,845

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 1938 these disputes represented 84 per cent. of the total for the year.

During the past five years, working days lost through dislocations of work involving employees in coal-mining numbered 1,813,668, representing 56 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 1934 to 1938, together with the workpeople involved, the working days lost, and the estimated loss in wages are given hereunder.

Industrial Disputes: States.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1934	117	129	33,065	2,943	36,008	213,753	£ 196,265
	1935	134	162	31,350	2,055	33,405	301,345	237,707
	1936	188	231	50,557	1,728	52,285	432,513	114,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
Victoria	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	221	1,823	11,251	9,890
	1937	11	11	3,770	44	3,814	70,753	57,182
	1938	19	38	7,678	2,612	10,290	104,336	87,595
Queensland	1934	7	830	2,453	440	2,873	29,718	24,200
	1935	13	29	1,794	201	1,995	73,351	57,960
	1936	12	12	1,052	194	1,246	11,053	12,325
	1937	10	11	792	203	995	15,681	15,699
	1938	5	9	2,657	—	2,657	104,339	87,379
South Australia	1934	1	1	44	—	44	11	17
	1935	3	5	360	—	360	2,463	1,557
	1936	1	1	101	—	101	—	400
	1937	6	15	1,237	52	1,309	3,951	2,461
	1938	2	2	73	52	125	249	223
Western Australia	1934	10	16	3,309	176	3,485	17,792	14,699
	1935	11	29	3,597	6	3,603	71,976	61,901
	1936	19	49	3,468	1,309	4,777	32,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,994	650	3,644	43,768	43,278
Tasmania	1934	—	—	—	—	—	—	—
	1935	1	1	70	4	74	148	91
	1936	4	4	300	6	375	3,718	3,212
	1937	4	7	374	5	379	17,016	14,964
	1938	2	4	2,200	—	2,200	72,175	72,030
Northern Territory	1934	1	1	18	2	20	240	240
	1935	1	1	4	—	4	128	100
	1936	1	1	32	8	40	1,200	100
	1937	3	3	160	13	173	696	708
	1938	1	1	500	—	500	500	400
Ant Cap Territory	1934	—	—	—	—	—	—	—
	1935	—	—	—	—	—	—	—
	1936	—	—	—	—	—	—	—
	1937	—	—	—	—	—	—	—
	1938	—	—	—	—	—	—	—
Australia	1931	155	1,061	46,963	3,895	50,858	370,386	317,859
	1935	183	257	44,813	2,509	47,322	495,124	390,596
	1936	235	320	57,118	3,169	60,587	497,248	468,825
	1937	342	483	92,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820

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*—1934 to 1938.—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1934 to 1938 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	1934	53	14,773	607	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
	1938	196	68,015	813	68,828	68,828	77,346
2 days and more than 1 day	1934	19	3,087	175	3,262	6,524	6,166
	1935	34	8,173	327	8,500	17,000	16,959
	1936	37	9,176	403	9,579	19,156	20,382
	1937	72	17,695	307	18,002	36,004	36,749
	1938	56	15,928	462	16,390	32,780	33,069
3 days and more than 2 days	1934	13	4,249	71	4,321	12,815	11,544
	1935	12	2,000	206	3,106	9,318	9,555
	1936	19	4,636	685	5,321	15,963	16,923
	1937	20	5,776	55	5,831	17,493	19,444
	1938	38	8,869	793	9,662	28,986	31,233
Over 3 days and less than 1 week (6 days)	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
	1938	27	6,169	675	7,144	31,558	33,159
1 week and less than 2 weeks	1934	22	5,505	707	6,212	52,031	46,608
	1935	20	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
	1938	30	7,826	5,971	13,797	115,605	98,218
2 weeks and less than 4 weeks	1934	16	4,230	1,743	5,973	88,351	28,063
	1935	20	4,920	817	5,727	88,499	68,454
	1936	16	2,884	424	3,308	53,261	46,705
	1937	16	3,418	202	3,620	52,241	44,986
	1938	11	1,461	101	1,562	23,534	21,256
4 weeks and less than 8 weeks	1934	8	2,603	110	2,713	70,053	57,498
	1935	14	6,541	185	6,726	170,255	134,693
	1936	20	1,170	111	1,281	37,704	28,671
	1937	9	3,546	218	3,764	129,688	95,807
	1938	13	23,376	1,327	24,703	887,172	883,426
8 weeks and over	1934	2	1,133	25	1,158	74,584	58,250
	1935	9	1,610	164	1,774	143,117	96,839
	1936	6	3,848	280	4,128	265,260	245,470
	1937	8	2,283	186	2,469	161,203	151,719
	1938	5	536	1,332	1,868	149,531	126,113
Total	1934	155	46,963	3,895	50,858	370,386	317,859
	1935	183	44,813	2,509	47,322	495,124	390,596
	1936	235	57,118	3,469	60,587	497,248	468,825
	1937	342	92,121	4,052	96,173	557,111	506,745
	1938	376	132,480	11,474	143,954	1,337,994	1,303,820

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 1932 to 1938.*—The following table gives particulars of industrial disputes according to causes for the years specified.

Causes of Industrial Disputes: Australia.

Causes of Disputes.	1913.	1932.	1933.	1934.	1935.	1936.	1937.	1938
NUMBER.								
1. Wages—								
(a) For increase ..	42	5	1	10	9	16	28	10
(b) Against decrease ..	4	11	4	3	5	1	1	2
(c) Other wage questions	31	26	14	31	44	48	77	67
2. Hours of Labour—								
(a) For reduction ..	3	2	..	..	..	1	2	2
(b) Other disputes re hours ..	7	..	7	6	2	4	4	1
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	2	1	4	4	4	5	5
(b) Other union questions	5	3	3	8	12	16	24	43
4. Employment of particular classes or persons ..	44	50	35	52	53	81	80	106
5. Working conditions ..	51	11	9	25	40	43	72	23
6. Sympathy ..	5	2	..	3	1	5	11	4
7. Other causes ..	8	15	16	13	13	16	38	63
Total ..	208	127	90	155	183	235	342	376

WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	1,295	29	7,210	2,161	2,014	7,678	967
(b) Against decrease ..	563	7,327	2,178	2,817	339	40	15	914
(c) Other wage questions	7,160	5,417	4,336	8,335	11,804	12,930	21,588	21,399
2. Hours of Labour—								
(a) For reduction ..	460	198	..	..	..	20	429	4,050
(b) Other disputes re hours ..	1,879	..	2,620	309	1,601	488	1,474	36
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	17	89	383	581	1,612	3,542	1,659
(b) Other union questions	1,418	501	705	2,184	2,532	4,011	5,889	13,241
4. Employment of particular classes or persons ..	11,370	12,556	11,803	15,638	11,497	22,978	20,401	30,020
5. Working conditions ..	10,785	2,804	4,503	6,062	11,298	10,985	17,354	40,206
6. Sympathy ..	947	310	..	1,045	22	1,062	3,235	1,260
7. Other causes ..	1,758	2,486	3,850	6,875	5,487	4,447	14,068	30,202
Total ..	50,283	32,917	30,113	50,838	47,327	60,587	96,173	143,954

* 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.	1932	1933.	1934.	1935*	1936.	1937.	1938.
WORKING DAYS LOST.								
1. Wages—								
(a) For increase	100,069	5,000	87	108,277	74,567	33,439	144,372	32,390
(b) Against decrease	9,438	123,571	17,435	35,459	1,621	120	30	7,340
(c) Other wage questions	78,183	17,631	18,736	40,219	73,020	34,068	107,904	116,468
2. Hours of Labour—								
(a) For reduction	2,774	2,894				340	1,897	34,300
(b) Other disputes re hours	15,111		8,805	1,748	48,378	9,577	4,442	900
3. Trade Unionism—								
(a) Against employment of non-unionists	91,002	59	89	3,263	2,615	7,509	20,750	2,906
(b) Other union questions	32,388	6,261	1,421	10,774	11,696	9,616	9,569	80,280
4. Employment of particular classes or persons	191,723	36,054	31,799	110,166	144,453	266,310	138,428	104,454
5. Working conditions	73,562	14,902	22,865	26,223	64,672	119,475	85,746	744,147
6. Sympathy	24,066	1,096		11,174		44	10,209	4,440
7. Other causes	5,212	3,860	10,633	23,083	75,613	8,583	32,743	210,369
Total	623,528	212,318	111,956	370,386	495,124	197,248	557,111	1337994

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 1938 was 79, representing 21 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 1938 numbered 106, or 28 per cent. of the total, and over "Working Conditions" 73, or 19 per cent. Disputes classified under these three headings numbered 258, or 69 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, 1938.*—The following table shows the industrial disputes in 1938, classified according to results.

Industrial Disputes: Results, 1938.(a)

State of 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	81	221	13	24	19,761	72,836	3,482	26,797	56,184	738,511	23,101	780,752
Victoria	6	4	5	4	4,331	1,938	2,556	7,465	26,384	10,598	22,104	45,250
Queensland	3	1		1	125	32		2,500	2,507	32		85,000
South Australia	1			1	31			94	155			94
Western Australia	3	3		2	600	294		2,750	4,200	818		38,750
Tasmania	1				105			2,095	945			72,175
N. Territory				1				500				500
A. C. Territory												
Total, Aust. (a)	94	229	18	34	24,953	75,100	6,037	36,201	90,375	149,959	45,205	1,022,521

(a) The following particulars of a dispute which was incomplete at 31st December, 1938, should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	Number.	Establishments Involved.	Workpeople.	Working Days Lost.
New South Wales	1	1	1,663	49,934

(iii) *Australia, 1938.*—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 1938, classified according to cause and result of dispute.

Industrial Disputes: Causes and Results, Australia, 1938.

Classified according to Causes and Results.	Number				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
Wages—												
(a) For increase	3	4	2	1	410	244	163	150	1,430	27,228	1,482	2,250
(b) Against decrease	1		1		200		714		200		7,140	
(c) Other Wage questions	21	29	6	11	7,335	8,258	1,455	4,331	62,243	12,794	3,724	37,707
Hours of Labour—												
(a) For reduction			1	1			1,550	2,500			9,300	25,000
(b) Other disputes re hours				1				36				900
Trade Unionism—												
(a) Against employment of non-unionists	1	4			31	1,628			558	2,348		
(b) Other union questions	2	38		3	548	10,619		2,074	3,796	17,457		59,027
Employment of particular Classes or Persons	35	61	7	3	9,261	16,810	2,108	1,841	32,730	35,761	19,047	16,896
Working conditions	23	43		7	6,272	12,515		21,420	15,230	20,477		708,440
Sympathy		4				1,260				4,440		
Other Causes	9	46	1	7	2,540	23,766	47	3,849	4,102	29,454	4,512	172,301
Total (a)	95	229	18	34	26,616	75,100	6,037	36,201	120,309	149,959	45,205	1,022,521

(a) See note to table above.

(iv) *Australia, 1934 to 1938.*—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 1934 to 1938, 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.
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	5,103	248,363	179,718	7,027	62,110
1937 ..	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,741	37,395
1938 (a) ..	94	229	18	34	24,953	75,100	6,037	36,204	90,375	349,959	45,205	1,022,521

(a) See note on page 95.

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 1938 was 61. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

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

(ii) *Australia, 1913 and 1932 to 1938*—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes: Australia.

Methods of Settlement.	1913.	1932.	1933.	1934.	1935.	1936.	1937.	1938.(a)
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	87	64	84	130	174	265	245
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	4	1	2	3	16	9	17
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	5	3	10	7	3	6	3
By reference to Board or Court ..	22	2	3	8	6	6	4	9
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	3	2	5	5	2	2	9
By Filling Places of Workpeople on Strike or Locked out ..	13	7	2	2	8	4	5	..
By Closing down Establishment permanently ..	1	1	3	2	4	..	1	..
By other methods ..	13	18	11	40	28	30	48	92
Total	208	127	89	153	181	235	340	(a) 375.

(a) See note on page 95.

WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	22,595	19,703	25,469	30,360	44,251	72,430	70,481
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	1,800	1,100	891	285	5,061	2,764	4,845
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	1,640	1,290	4,559	3,867	291	1,804	1,844
By reference to Board or Court ..	12,774	416	1,390	1,666	1,445	1,746	428	5,511
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	1,839	1,096	4,335	5,017	330	480	21,289
By Filling Places of Workpeople on Strike or Locked out ..	658	460	986	138	3,670	141	825	..
By Closing down Establishment permanently ..	170	11	1,271	444	108	..	86	..
By other methods ..	2,988	4,156	3,213	13,092	5,436	8,758	16,773	38,313
Total	50,283	32,917	30,949	50,594	47,188	60,587	95,590	(a) 142,291

(a) See note on page 95.

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1913.	1923.	1933.	1934.	1935.	1936.	1937.	1938 (a)
WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives	94,400	87,650	54,774	182,260	192,903	234,373	396,410	203,175
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,335	79,872	6,600	20,019	3,211	202,949	18,517	64,220
Under State Industrial Act—								
By intervention, assistance or compulsory conference	187,871	7,423	3,510	58,801	117,762	3,047	48,769	11,796
By reference to Board or Court	221,769	3,408	6,330	10,474	16,961	24,503	7,354	326,881
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	2,105	18,596	15,437	46,814	24,601	7,152	4,120	629,075
By Filling Places of Work-people on Strike or Locked out	14,139	6,874	10,543	138	74,873	2,581	12,571	..
By Closing down Establishment permanently	20,400	44	8,627	4,486	7,546	..	172	..
By other methods	56,509	8,451	6,071	41,322	48,943	22,643	31,162	72,913
Total	623,528	222,318	111,892	364,314	486,806	497,248	519,075	1,308,060 (a)

(a) See note on page 95.

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 43 in 1925 and 78 in 1937. In 1938 the percentages was 65. 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.

I. 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.

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, 1938.*—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 figures in the following tables do not include persons out of work through strikes and lock-outs:—

Unemployment : 1938.

State	Unions Reporting.		Unemployed	
	Number	Members.	Number	Percentage.
New South Wales	112	197,192	19,477	9.9
Victoria	79	124,184	10,718	8.6
Queensland	45	64,793	4,181	6.4
South Australia	56	37,588	3,126	8.3
Western Australia	64	32,678	1,851	5.7
Tasmania	34	9,890	785	7.9
Australia	390	466,325	40,138	8.7

(ii) *Australia, 1891 to 1939 (June Quarter).*—The following table gives particulars for Australia for the years 1891 to 1939 (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) ..	462	246,068	16,054	6.5
1914 " " ..	459	268,938	22,344	8.3
1915 " " ..	470	276,215	25,663	9.3
1916 " " ..	473	290,075	16,783	5.8
1917 " " ..	450	286,811	20,334	7.1
1918 " " ..	478	299,793	17,536	5.8
1919 " " ..	464	310,145	20,507	6.6
1920 " " ..	447	341,967	22,105	6.5
1921 " " ..	449	361,744	40,549	11.2
1922 " " ..	445	380,998	35,238	9.3
1923 " " ..	436	376,557	26,672	7.1
1924 " " ..	413	397,613	35,507	8.9
1925 " " ..	380	391,380	34,620	8.8
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	415,395	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
1938 " " ..	390	466,325	40,138	8.7
1936 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
Sept. " ..	394	468,634	43,092	9.2
Dec. " ..	395	471,581	42,077	8.9
1939 March " ..	395	475,378	46,611	9.8
June " ..	398	478,250	46,249	9.7

3. Unemployment by Industries.—(i) *Australia, 1938.*—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, 1938.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,452	1,808	9.9
II. Engineering, Metal Works, etc.	62	84,097	3,873	4.6
III. Food, Drink, Tobacco, etc. (a)	54	39,784	6,738	17.0
IV. Clothing, Hats, Boots, etc. ..	21	42,221	5,145	12.4
V. Books, Printing, etc. ..	12	21,241	792	3.7
VI. Other Manufacturing ..	63	48,944	4,939	10.1
VII. Building ..	47	52,413	4,077	7.9
VIII. Mining, Quarrying, etc. ..	20	26,312	3,292	12.5
X. Land Transport other than Railway and Tramway Services	12	18,743	1,751	9.2
IX, XI, XII, XIII, and XIV., Other and Miscellaneous ..	83	114,718	7,723	6.7
All Groups	390	466,325	40,138	8.7

(a) See note (a) on page 102

(ii) *Australia, 1912, and Quarterly, 1937 to 1939.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed from the September quarter of 1937 to the June quarter of 1939. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment: Percentages by Industries, Australia.

Industrial Group.	1912, End of Year	1937.		1938.				1939.	
		Sept Qtr	Dec Qtr	March Qtr.	June Qtr	Sept. Qtr.	Dec. Qtr.	March Qtr	June Qtr.
Manufacturing—									
I. Wood, Furniture, etc. ..	3.7	5.5	4.3	4.4	8.1	13.7	13.4	15.7	16.4
II. Engineering, Metal Works, etc.	7.4	5.4	5.5	3.5	3.6	5.5	5.8	7.5	7.9
III. Food, Drink, Tobacco, etc. (a)	7.3	19.2	15.0	14.9	18.8	18.8	15.5	16.0	18.3
IV. Clothing, Hats, Boots, etc. ..	6.3	12.5	10.3	13.2	12.2	10.6	13.3	14.0	12.6
V. Books, Printing, etc. ..	2.8	4.1	3.4	3.5	4.3	3.8	3.4	3.8	4.1
VI. Other Manufacturing ..	6.9	8.6	8.4	8.7	8.8	11.4	11.4	11.8	11.1
VII. Building ..	5.5	9.1	7.4	8.3	8.5	7.2	7.6	8.8	8.0
VIII. Mining, Quarrying, etc. ..	5.6	13.2	13.6	13.4	13.0	12.8	10.7	11.9	11.5
X. Other Land Transport ..	1.1	12.6	11.6	9.5	9.7	9.6	7.9	7.7	7.5
IX, XI, XII, XIII, and XIV., Other and Miscellaneous ..	5.4	8.0	7.0	6.3	6.9	7.2	6.6	7.3	6.9
AUSTRALIA	5.6	9.3	8.2	8.0	8.6	9.2	8.9	9.8	9.7

(a) See note (a) on page 102.

4. **Unemployment, Quarterly.**—*States.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1934 were published in previous issues of this Report and in the *Quarterly Summary of Statistics*.

The following table shows for each State the percentage of members of trade unions returned as unemployed for the years 1926 to 1938 and quarterly from 1935 onwards:—

Unemployment: Percentages.

Period	N.S.W.	Victoria	Q'land.	S Aust.	W Aust.	Tasmania (a)	Australia
	%	%	%	%	%	%	%
1926 Year.	7.4	6.4	8.4	5.2	7.1	13.9	7.1
1927 "	7.0	7.4	5.9	7.2	5.4	11.1	7.0
1928 "	11.3	10.9	7.0	15.0	8.3	10.6	10.8
1929 "	11.5	11.1	7.1	15.7	9.9	12.8	11.1
1930 "	21.7	15.3	10.7	23.3	10.2	17.7	19.3
1931 "	30.8	25.8	16.2	32.5	27.3	26.1	27.4
1932 "	32.5	26.5	18.8	34.0	29.5	25.9	29.0
1933 "	28.9	22.3	15.3	29.9	24.8	18.6	25.1
1934 "	24.7	17.4	11.7	25.6	17.8	17.4	20.5
1935 "	20.6	14.0	8.7	17.6	13.4	13.2	16.5
1936 "	15.4	10.7	7.8	10.8	8.1	9.8	12.2
1937 "	10.9	9.0	7.3	8.2	5.6	7.3	9.3
1938 "	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1935 March Qtr.	23.6	15.0	9.8	20.7	15.4	16.0	18.6
June "	22.7	15.0	8.8	18.9	13.9	13.5	17.8
Sept. "	10.1	14.8	8.5	16.3	12.5	13.1	15.9
Dec. "	17.0	11.3	7.7	14.7	11.8	10.2	13.7
1936 March Qtr.	17.2	10.8	8.5	12.2	10.3	10.8	13.4
June "	16.2	10.6	6.5	11.0	9.2	9.4	12.3
Sept. "	14.8	11.7	7.2	10.0	7.4	9.8	12.0
Dec. "	13.3	9.7	7.2	9.9	5.6	9.1	10.7
1937 March Qtr.	11.8	9.5	7.7	9.5	5.4	7.8	9.9
June "	11.4	9.6	7.6	8.3	5.6	6.9	9.7
Sept. "	10.5	9.5	7.2	8.4	6.6	7.2	9.3
Dec. "	10.1	7.3	6.6	6.5	5.0	7.1	8.2
1938 March Qtr.	9.6	7.3	6.6	6.9	4.8	5.7	8.0
June "	5.8	8.5	7.2	7.5	5.3	7.2	8.6
Sept. "	10.0	9.7	6.3	10.0	6.1	8.5	9.2
Dec. "	20.1	9.0	5.7	8.8	6.5	10.2	8.9
1939 March "	11.0	10.8	6.1	9.3	7.3	7.6	9.8
June "	11.1	10.4	5.7	9.5	6.2	9.4	9.7

(a) Revised Series. These percentages, which for the years 1929 to 1938 (June Quarter) replace those published in Labour Report No. 23, are based on the returns of reporting unions after excluding certain females from Class III. (food, drink, &c.). The females excluded, although substantially all employed from January to March, are for the rest of the year not "unemployed" in the sense that they are seeking jobs unsuccessfully in their own industry. They are either employed in other occupations (e.g. paid domestic service) or are engaged in home duties.

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, 1939.

Up to June, 1938, 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 1938-39 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 1937-38 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 1937-38 employee population as estimated in this way increased: males, 11.0 per cent.; females, 13.2 per cent.; total, 11.6 per cent. The increase of population of all ages over the same period was: males, 7.0 per cent.; females, 9.2 per cent.; total, 8.1 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). It fell to 71 in 1931-32, the peak year of the depression, and then rose steadily each year thereafter to 111 in 1937-38. It receded to 109 in 1938-39. Thus relative employment in factories was considerably higher in 1938-39 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 figures for 1937-38 show that this difference was reduced to 2 per cent. during that period and the returns from the "sample" factories indicate that this margin was maintained in 1938-39.

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 21 per cent. increase in retail employment between July, 1933, and June, 1939, after correcting for the growth of employee population, may be compared with the increase of 37 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 Measures of New South Wales, Queensland, and Tasmania.—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.

The Tasmanian measure of employment is published by this Bureau and is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment. It gives the best measure available of total employment in Tasmania.

The New South Wales and Tasmanian measures give an almost complete record of employment and are the most accurate available in Australia. In the New South Wales and Queensland indexes, however, allowance for relief workers presents 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.

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 Employee Population.
1933 July	100	100	100	100	100	100	100	100
1933-34	103	107	101	102	99	106	104	103
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	121	130	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	115	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	141	111	115	122	126	129	123
February	131	139	111	112	116	124	128	122
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	131	142	113	114	114	126	129	122
Average 1937-38	130	141	112	115	116	118	128	122
1938 July	134	139	111	114	120	130	129	123
August	129	135	111	112	113	127	126	119
September	128	137	111	118	114	127	127	120
October	129	142	110	113	115	128	128	121
November	132	146	115	116	116	130	131	124
December	118	165	127	124	131	146	147	139
1939 January	129	142	113	111	120	137	129	121
February	134	141	113	112	113	131	130	122
March	129	139	113	111	113	132	127	120
April	129	139	112	111	113	133	127	120
May	131	141	114	111	113	131	129	121
June(a)	130	142	116	113	113	138	130	121
Average 1938-39	132	142	114	114	116	133	130	123
Number of establishments now furnishing returns	599	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.

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	91	94	105	88	101	101	98	100	106	102	105	106	102	105	
1927-28	99	97	98	100	98	100	101	92	99	106	106	106	98	97	98	107	104	106	100	98	100	103	100	102	100	102	100	
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	100	100	
1929-30	90	91	90	96	98	97	95	94	94	87	89	87	94	98	94	105	99	104	92	95	93	91	93	92	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	71	76	72	
1931-32	66	79	69	77	90	81	78	84	70	61	76	64	61	75	63	84	87	85	70	84	74	68	80	71	68	80	71	
1932-33	73	86	76	87	101	92	86	92	82	68	84	71	68	81	76	86	90	87	78	93	82	74	87	77	81	87	77	
1933-34	81	94	85	96	107	100	86	99	88	77	89	80	75	85	77	93	89	92	86	99	90	81	92	84	81	92	84	
1934-35	93	107	97	106	113	108	92	105	94	89	97	91	83	92	85	101	97	100	96	108	100	89	99	92	91	99	92	
1935-36	104	116	107	117	119	117	97	110	99	104	110	105	99	106	100	112	103	110	107	116	109	98	105	100	105	100	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	108	105	105	
1937-38	121	134	124	131	126	130	112	123	114	120	121	121	110	116	111	130	108	125	123	128	124	111	113	111	111	113	111	
1938-39	(c)	(c)	(c)	125	127	131	125	115	125	117	115	120	116	108	117	110	132	118	128	122	126	123	108	110	109	108	110	109
1939 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	91	97	95	
August	100	111	103	110	115	112	99	110	101	97	105	99	93	101	95	105	94	102	103	112	105	95	101	97	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	98	104	98	104	98	104	98
October	103	117	106	116	120	117	101	114	104	103	109	104	98	105	99	109	96	106	106	117	109	96	106	100	100	106	100	
November	105	119	108	118	121	119	102	115	104	102	108	103	100	108	101	113	98	109	108	118	111	100	107	102	107	102	107	
December	105	119	109	118	120	119	98	112	101	104	110	105	101	108	102	116	104	113	108	118	111	100	106	102	107	102	107	
1936 January	104	111	105	116	115	115	89	104	92	103	106	104	100	105	101	117	104	114	106	112	107	97	101	98	101	98	101	
February	104	118	107	119	122	120	91	108	98	107	116	109	102	105	102	119	102	122	120	108	119	111	99	107	101	107	101	
March	105	122	110	122	125	123	93	112	98	110	117	111	103	107	104	119	116	118	110	122	113	101	110	103	101	103	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	107	102	106	
May	108	120	111	120	120	120	98	110	100	109	112	109	103	108	104	114	105	112	110	119	113	101	106	103	107	103	103	
June	108	119	110	118	117	118	100	105	101	105	107	105	102	107	105	113	103	111	110	116	111	100	104	101	107	104	101	
July	107	119	110	117	116	117	104	112	106	104	106	105	104	111	106	112	100	109	110	119	112	101	106	104	101	104	101	
August	108	122	111	118	119	118	106	117	108	103	109	104	104	111	106	111	96	108	110	119	112	101	106	104	101	106	104	
September	109	124	112	120	121	120	110	120	112	104	111	105	104	113	106	114	99	110	112	121	114	102	109	102	107	104	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	107	104	105	
November	112	127	116	124	123	124	107	119	109	105	112	106	108	115	109	121	99	110	114	123	117	104	110	106	107	104	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	107	104	105	

1937	January	111	113	113	121	113	118	91	109	94	109	108	109	109	112	110	125	99	119	112	114	102	102	102	
	February	114	125	117	125	125	96	115	99	114	118	115	109	113	110	131	112	128	115	114	118	105	110	106	
	March	115	130	119	127	126	127	99	118	102	115	119	116	110	112	110	133	117	129	117	126	119	106	112	108
	April	114	129	118	129	126	128	101	114	104	119	120	120	109	111	109	130	106	125	118	125	120	107	111	108
	May	115	128	119	127	122	125	105	116	107	120	117	110	108	111	109	127	105	122	118	123	119	107	109	108
	June	117	128	120	126	120	124	109	115	110	119	116	118	107	110	108	123	104	119	119	122	120	107	108	108
	July	117	128	120	126	121	124	113	117	114	118	113	117	106	107	106	121	103	117	119	122	120	108	108	108
	August	118	131	121	126	123	125	116	121	117	118	115	117	108	111	108	122	103	118	120	125	121	108	111	109
	September	119	133	122	128	126	127	117	121	118	117	118	118	108	114	109	123	97	117	121	127	122	109	112	110
	October	120	134	124	131	127	130	117	126	119	117	119	117	109	117	111	127	101	121	123	109	124	121	114	112
	November	122	135	123	132	128	131	117	127	118	120	120	120	110	119	112	131	101	124	124	130	123	112	115	111
	December	122	137	128	133	127	131	115	125	114	123	120	122	112	119	113	135	105	128	124	130	126	112	114	111
1938	January	121	128	123	130	119	126	100	115	103	122	120	121	110	110	115	111	114	130	122	124	122	109	108	109
	February	122	135	125	134	130	133	107	124	110	124	126	124	111	118	112	137	116	132	114	131	126	111	115	112
	March	123	138	127	136	133	135	111	125	113	124	130	125	113	117	114	137	120	133	126	133	128	113	117	114
	April	122	137	126	135	130	134	111	122	115	125	129	125	112	118	113	134	111	129	125	132	127	112	116	113
	May	123	137	127	134	127	132	113	123	115	121	124	122	111	117	112	135	112	128	125	130	126	112	114	113
	June	124	136	127	132	125	130	115	124	117	117	119	117	110	116	111	130	111	125	124	128	125	111	113	112
	July(b)	(e)	(e)	126	128	121	125	115	118	115	112	109	111	107	111	107	128	112	124	122	124	122	109	109	110
	August	(e)	(e)	126	126	125	126	120	121	120	109	116	110	106	114	108	129	113	125	121	128	123	109	112	110
	September	(e)	(e)	126	127	125	126	122	124	122	113	120	114	106	114	107	127	107	122	122	128	124	110	112	110
	October	(e)	(e)	126	128	123	126	119	130	121	114	122	115	108	118	110	130	105	124	123	128	124	110	111	110
	November	(e)	(e)	126	129	122	127	118	128	120	116	122	117	110	119	112	131	101	124	123	127	124	110	111	110
	December	(e)	(e)	126	128	117	124	119	127	121	115	120	116	112	120	113	131	104	125	124	124	124	110	108	110
1939	January	(e)	(e)	121	125	106	119	107	122	109	119	123	120	106	112	107	137	118	133	120	115	118	107	100	105
	February	(e)	(e)	123	126	119	124	109	127	112	121	123	121	107	118	109	140	131	138	121	125	122	108	109	108
	March	(e)	(e)	125	127	124	126	111	130	114	121	128	122	110	119	112	138	120	134	121	129	123	108	112	109
	April	(e)	(e)	124	127	128	127	111	125	114	118	120	118	106	118	110	137	126	134	120	131	123	107	114	109
	May	(e)	(e)	123	129	120	126	116	127	118	115	118	116	108	120	110	131	114	129	122	125	123	108	109	108
	June(e)	(e)	(e)	123	125	119	123	115	125	117	111	122	113	107	119	109	129	108	124	120	125	121	106	108	107
Number of Factories in Sample ..			1,901			100			150				147			92		49					2,439		
Percentage of employees(f) in sample in 1937-38 ..			86			21			46				62			32		56					54		

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

(b) For 1938-39 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.			
	Including as employed the full-time equivalent of part-time relief workers.		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
1938-39	94.9	5.1	93.8	6.2
1938 June	96.1	3.9	95.1	4.9
1939 January	93.0	7.0	91.9	8.1
February	94.4	5.6	93.3	6.7
March	94.2	5.8	93.2	6.8
April	94.6	5.4	93.5	6.5
May	94.3	5.7	93.3	6.7
June	93.7	6.3	92.6	7.4

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; 689,000 in June, 1938; and 679,000 in June, 1939.

QUEENSLAND.

EMPLOYMENT AND UNEMPLOYMENT AMONG MEN WAGE AND SALARY EARNERS.

Period	Including as employed the full-time equivalent of "intermittent relief workers."		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
1938	95.4	4.6	92.6	7.4
Three months ended—				
1938 March	95.4	4.6	91.7	8.3
June	95.4	4.6	91.8	8.2
September	96.0	4.0	92.8	7.2
December	94.8	5.2	94.0	6.0
1939 January	95.2	4.8	94.6	5.4
February	95.3	4.7	94.7	5.3
March	95.5	4.5	95.1	4.9
April	95.7	4.3	95.4	4.6
May	95.8	4.2	95.5	4.5
June	96.0	4.0	95.7	4.3

The table above 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. In terms of full-time employment the approximate number of men in employment in 1938, excluding relief workers, was 174,226.

Tasmania: Employment.

Period.	Private Industry.			Public Authorities.			Total Employment— Public and Private.		
	M.	F.	Total	M.	F.	Total	M.	F.	Total
1936-37	30,858	9,522	40,380	10,798	1,763	12,561	41,656	11,285	52,941
1937-38	34,001	10,685	44,686	10,581	1,825	12,406	44,582	12,510	57,092
1938-39	36,105	11,250	47,355	10,486	1,877	12,363	46,591	13,127	59,718
1937-38—									
September	32,908	9,900	42,808	10,548	1,835	12,383	43,156	11,735	54,891
October	33,182	9,873	43,055	10,337	1,849	12,186	43,519	11,719	55,238
November	34,291	10,457	44,748	10,328	1,845	12,173	41,619	12,302	53,921
December	35,029	11,068	46,097	10,775	1,831	12,606	45,804	12,899	58,703
January	34,386	11,238	45,624	10,592	1,722	12,314	41,978	12,966	54,944
February	34,238	10,971	45,209	10,538	1,775	12,313	41,776	12,746	54,522
March	36,017	11,940	47,957	10,702	1,831	12,533	46,719	13,771	60,490
April	35,619	11,255	46,874	10,546	1,841	12,387	46,165	13,096	59,261
May	34,645	10,919	45,564	10,807	1,863	12,670	45,452	12,782	58,234
June	32,967	10,075	43,042	10,651	1,866	12,517	43,618	12,511	56,129
1938-39—									
July	33,553	10,618	44,171	10,591	1,873	12,464	44,144	12,491	56,635
August	33,753	10,700	44,453	10,667	1,893	12,560	44,420	12,567	56,987
September	33,751	10,793	44,544	10,593	1,875	12,468	44,344	12,668	57,012
October	34,749	10,334	45,083	10,701	1,879	12,580	45,450	12,213	57,663
November	36,454	10,943	47,397	10,561	1,879	12,440	47,015	12,822	59,837
December	37,347	11,607	48,954	10,728	1,843	12,571	48,075	13,450	61,525
January	36,543	11,953	48,496	10,749	1,787	12,536	46,792	13,740	60,532
February	37,324	12,069	49,393	10,624	1,893	12,517	47,948	13,962	61,910
March	40,016	12,180	52,196	10,637	1,993	12,630	50,653	14,683	65,336
April	37,299	11,538	48,837	10,167	1,895	12,062	47,466	13,433	60,899
May	37,329	11,214	48,543	10,111	1,911	12,022	47,440	13,125	60,565
June	35,139	11,046	46,185	10,208	1,925	12,133	45,347	12,971	58,318

The table above is compiled from the wages tax returns of private employers in respect of their employees, whether subject to or not subject to tax, and from returns of Commonwealth, State and Local Government employment.

For each month of 1937-38 the figures in the table may be regarded as providing a virtually complete record of total employment based on final collected figures. They are a combination of monthly figures received currently and annually, covering both private and public employment. They are deficient only to the inappreciable extent that some relief and other intermittent workers and domestic workers in private homes are not covered by the monthly returns. On the other hand, to the extent that they embrace the majority of workers subject to intermittent employment over the whole year, they reflect fully the seasonal and all other influences upon employment in Tasmania.

For the months since June, 1938, the figures are estimates based upon the current monthly movements of all public authority employment and of about 44 per cent of total private employment. For a given month the figure of total private employment of the corresponding month of the previous year is changed in the ratio of the change of the current figure of private employment. The indication of the position for all employment in Tasmania given by this technical procedure must be read in the light of other indications of current change.

§ 4. Relief of Unemployment.

I. 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 1937 for that purpose are briefly reviewed in preceding issues of the Labour Report. Mention is made below of the legislation introduced in 1938, 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 1938 was as follows:—Finances Adjustment Act No. 13 of 1938, and Special Income and Wages Tax Act No. 14 of 1938.

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.
3	0	1	to	3	10	0	0 10
3	10	1	to	3	15	0	1 1
3	15	1	to	3	17	6	1 2
3	17	7	to	4	0	0	1 3
4	0	1	to	4	2	0	1 6
4	2	1	to	4	4	0	1 7
4	4	1	to	4	6	0	1 8
4	6	1	to	4	8	0	1 9
4	8	1	to	4	10	0	1 10
4	10	1	to	4	12	0	2 0
4	12	1	to	4	14	0	2 1
4	14	1	to	4	16	0	2 2
4	16	1	to	4	18	0	2 3
4	18	1	to	5	0	0	2 4
5	0	1	to	5	2	0	2 7
5	2	1	to	5	4	0	2 8
5	4	1	to	5	6	0	2 9
5	6	1	to	5	10	0	2 10
5	10	1	to	5	12	0	2 11
5	12	1	to	5	14	0	3 0
5	14	1	to	5	16	0	3 1
5	16	1	to	6	0	0	3 2
6	1	0	to	6	2	0	3 8

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. As from 1st December, 1937, the limit of exemption was raised from £2 to £3 per week and in the case of wage-earners with dependants to £4 4s. as from 1st January, 1939. Tax on wages and salaries at rates higher than the limit of exemption is payable on the full amount of pay without deduction except a tax rebate of 6d. per week for each dependent child under 16 years of age and for the wife of a married taxpayer.

The rate of Special Income Tax where no income is derived from wages is as follows (on income derived in 1937-38):—

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 " " " £1,040	5	6	8
" £1,040	5	8	9
	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.

Resident taxpayers with dependant (wife or child under 16 years) whose total income does not exceed £219 are allowed a rebate of half the net-tax remaining after all other rebates have been deducted.

(iv) *Victoria*.—Legislation passed in 1938 was as follows:—Unemployment Relief Loan and Application Act 1938, No. 4564; and Unemployment Relief Tax (Rates) Act 1938, No. 4575.

The rates of tax are on a sliding scale according to salary, commencing at a rate of 1.85d. in the £ for incomes of £105 to £207; 2.32d. from £208 to £311; 2.37d. from £312 to £349; and so on up to a maximum rate of 8.17d. for incomes in excess of £3,000.

(v) *Queensland*.—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 £
	<i>d.</i>
Not exceeding £211	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 £
	<i>d.</i>
Not exceeding £227	3
Over £227 but not over £499	6
„ £499	9

Persons with an income not exceeding £211 are 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 1938. 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 and by an amendment operating from 1st January, 1939, to £213 per annum.

(viii) *Tasmania*.—Legislation passed in 1938 comprised the Public Works Execution Act, Nos. 44 and 66 of 1938; Aid to Mining (Federal Grant) Act No. 68 of 1938; Federal Aid Roads and Works Execution Act Nos. 3 and 43 of 1938.

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 Employment Council supervises measures for the placement of the residual 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 are provided 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).	
			Prior to 1st August, 1939.	From 1st August, 1939
		£ s. d.	£ s. d.	£ s. d.
Single Adult	A	1 5 0	0 15 0	0 17 0
Married Couple	B	2 0 0	1 8 0	1 11 0
" " 1 child	B1	2 10 0	1 18 0	2 1 0
" " 2 children	B2	3 0 0	1 19 6(a)	2 3 0(a)
" " 3 children	B3	3 5 0	2 5 6(a)	2 9 0(a)
" " 4 children	B4	3 10 0	2 11 6(a)	2 15 0(a)
" " 5 children	B5	3 15 0	2 17 6(a)	3 1 0(a)
" " 6 children	B6	4 5 0	3 3 6(a)	3 7 0(a)
" " 7 children	B7	4 15 0	3 9 6(a)	3 13 0(a)
Each additional Child .. .. .	..	0 10 0	0 6 0(a)	0 6 0(a)

(a) In most cases, recipients of food relief who have two or more children under 14 years also receive Family Endowment at the rate of 10s. per fortnight for each child (except one) under the age of 14 years.

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 on "Emergency" relief works (in certain areas in the Northern Coal-fields districts), and the resultant average fortnightly earnings applicable to the various family units shown. 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.

Scale.	Family Units	Work periods.	Average fortnightly earnings.
A.	Single man or widower without dependants	Weeks. 1 in 5	£ s. d. 1 12 0
B.	Married man Single man or widower with one dependant 14-20 years	} 2 in 7	2 5 9
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 4 0
D.	Married man with 3 dependants under 14 years	3 in 7	3 8 7
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	4 0 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 16 0
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 8 0

(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 4th July, 1938:—

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	13 0
Two	20 0	9 9	18 6	30 6
Three	25 0			
Four	27 6			
Five	30 0			
Six	32 6			
Seven	35 0			
Eight	37 6			
Nine	40 0			
Ten	42 6			
		And for each unemployed dependant Irrespective of age, 4s. 0d. per week. Provided in any instance the total value of sustenance does not exceed 41s. 9d. per week	And for each male unemployed dependant under 21 years of age, and for each unemployed female dependant Irrespective of age, 4s. per week: Provided in any instance the total value of sustenance does not exceed 50s. 6d. per week.	And for each unemployed dependant residing with the applicant— (a) 4s. per week for each dependant under 16 years of age, (b) 5s. per week for each male 16 years and under 21 years of age, (c) 5s. per week for each female 16 years of age or over: Provided in any instance the total value of sustenance does not exceed 62s. 6d. per week.

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:—

- (I) 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-five per cent. (85%) 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 the schedule above. The balance of 15 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 schedule.

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 either the Australian Workers' Union Award No. 7 of 1937, or the Australian Railways Union Award, and receive the rates of pay prescribed by those Awards, including margins and allowances where applicable.

(iii) *Queensland*.—The Intermittent Relief Scheme, which had been in operation since 1931 in all the larger towns of the State, and which provided work through Local Authorities and Government Departments for all persons eligible to draw food relief, entered upon its closing stages from the 16th September, 1938. After that date all single men and 50 per cent. of married men were reverted to ration relief assistance. In January, 1939, a further

50 per cent. of married men were reverted to ration relief assistance and the scheme was totally abolished at 30th June, 1939. The scheme is being replaced by the Government's new development full-time employment plan under which the labour required is selected from those persons in receipt of ration relief assistance according to priority.

As from 23rd September, 1938, ration relief assistance was issued in the form of half cash and half rations instead of as previously wholly in rations. The classification of the family units and amounts allotted thereto are shown in the following table :—

Family Units and Weekly Ration Scale.

Family Unit.	Weekly Ration Scale, as from 31st May, 1937
	s. d.
Single man	8 0
Man and wife	17 0
Man, wife and 1 child	20 9
" " 2 children	24 6
" " 3 "	28 3
" " 4 "	32 0
" " 5 "	35 9
" " 6 "	39 6
" " 7 "	43 3
" " 8 "	47 0
" " 9 "	50 9
" " 10 "	54 6
" " 11 "	58 3
Widows and single girls without dependants	8 0
Widows and single girls with 1 dependant	15 6
For each additional dependant	3 9

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

The rates above 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.

(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 6
Man and wife	14 6
For each child in the home, the following is the cost of relief, viz. :—	
13 years and over	6 6
Over 9 years and under 13	5 8½
" 6 " " " 9	5 0
" 3 " " " 6	4 5½
" 1 " " " 3	3 8½

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. In September, 1938, the ration scale was revised by a special Medical Committee.

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. 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 33s. 2d. per week. If incapable of work, meal tickets are provided and the men are billeted in approved lodging houses.

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	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 "	" s. d.	" s. d.
Married couple	weeks. 8	weeks. 6	£ s. d. 3 4 3	14 0
" " with 1 child	9	7	3 6 8	21 0
" " " 2 children	8	7	3 15 0	28 0
" " " 3 " "	full-time	full-time	4 5 8	35 0
" " " 4 " "	"	"	4 5 8	42 0
" " " 5 or more children	"	"	4 5 8	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 33s. 2d.

(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 ".

(vi) *Tasmania*.—The following scale of sustenance rates has been in operation since 1st June, 1939:—

Family Unit	Hobart and Suburbs			Launceston and Suburbs (a)		
	Sustenance.	Sustenance Work.		Sustenance.	Sustenance Work.	
	Dole per week	Hours of Work.	Payment for Work	Dole per week.	Hours of Work	Payment for Work.
Single person	s. d. 10 3	s. d. 8½	15 1	s. d. 10 3	s. d. 8½	14 8
Married couple	19 10	16	28 1	19 7	16	27 9
" " with 1 child	23 5	19	33 3	23 2	19	32 10
" " " 2 children	27 0	22	38 6	26 9	22	38 0
" " " 3 "	30 7	25	43 9	30 3	24½	42 11
" " " 4 "	31 9	26½	45 11	31 6	25½	44 7
" " " 5 "	35 1	28½	50 4	34 9	28½	49 7
" " " 6 "	38 5	31½	55 7	38 1	31½	54 5
" " " 7 "	41 9	34½	59 11	41 4	34	58 10
" " " 8 "	45 1	35½	61 8	44 8	35	60 7

(a) Rates for country towns are regulated by a special schedule, and are lower than the rates shown in this table.

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

Arrangements are made with Municipal Councils whereby men in receipt of sustenance perform a certain number of hours' work each week and receive payment in cash. The Council is reimbursed the wages paid by submitting a claim to the Social Services Department. The work provided by such Councils is in addition to that which would ordinarily be undertaken. The Councils are not to reduce the annual votes for works because of the extra items, and are not to displace any permanent employees. The men are

to be employed at the basic rate of pay, for a sufficient number of hours each week to cover the amount of sustenance authorized by the Department. The Councils mainly provide supervision, tools and equipment; also material required for the work.

(vii) *Australian Capital Territory*.—The original practice of granting rations was changed to a scheme of payment of the equivalent cash to that previously received in food value. The scale of sustenance per week, and the earnings under the scheme in operation from 30th June, 1939, are shown below:—

Family Unit.	Scale of Sustenance per week			Maximum Earnings Allowed.*
	s.	d.		s. d.
Single person	7	2	..	34 0
Man and wife	12	2	..	80 0
Man, wife and one child ..	17	9	..	80 0
.. .. 2 or 3 children ..	22	4	..	104 0
.. .. 4 or 5 children ..	26	4	..	126 0
.. .. 6 children.. ..	27	4	..	149 0
.. .. 7 children	30	2	..	195 0
.. .. 8 children	31	3	..	218 0

* For period of four weeks.

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

The scheme for the alleviation of distress from unemployment in the Territory was on the 1st October, 1934, based on an average allotment of relief work of one week in two for married men, and one week in four for 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, the single men reverted to one week's work in four from 1st September until 30th November, when they were restored to full-time for the month of December. From 1st January, 1939, to 31st March, 1939, single men were employed for one week's work in two, after which they resumed full-time employment, which continued to 30th June, 1939. 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 day.

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. Subsistence Rates (for 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 (i) ..	16 0	22 11	32 0	32 0	34 4
Victoria ..	17 6(b)	30 6	34 6(c)	38 0(c)	42 6(r)
Queensland (d) ..	..	..	..	..	..
South Australia (e) ..	..	..	..	..	..
Western Australia ..	33 2	64 3	66 8	75 0	85 8(f)
Tasmania ..	15 1	28 1	33 3	38 6	43 9
Northern Territory ..	18 1	54 3(g)	..	..	..
Australian Capital Territory (h)	..	..	..	..	..

* Worked on various rotational bases.

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

(a) Rates on "emergency" relief works (in certain areas in the Northern Coalfields Districts)—
see p. 114

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

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

(d) The Intermittent Relief Scheme was totally abolished at 30th June, 1939, and is being replaced by a new development full-time employment plan (see p. 116).

(e) See note (c) Table II.

(f) Full-time work provided.

(g) With not less than 3 years residential qualification.

(h) Full-time work at award rates provided since 1st April, 1939.

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 ..	8 6	15 6	20 6	21 6	24 6
Victoria ..	11 0(a)	18 6(b)	22 6(b)	26 6(b)	30 6(b)
Queensland ..	8 0	17 0	20 9	24 6	28 3
South Australia (c) ..	6 6	14 6	19 7(d)	24 8(d)	29 9(d)
Western Australia ..	(e)	14 0	21 0	28 0	35 0
Tasmania ..	10 3	19 10	23 5	27 0	30 7
Northern Territory ..	(f)	(f)	(f)	(f)	(f)
Australian Capital Territory	7 2	12 2	17 9	22 4	22 4

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

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

(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 and for each unemployed dependant irrespective of age, 4s. 0d. per week.

(c) In a number of centres recipients work out the cost of rations (at Arbitration rates) to which is added a cash subsidy ranging according to the district from 25 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.

(d) Rates for children vary from 3s. 8d. to 6s. 6d. according to age, but average has been taken at 5s. 1d. No fixed maximum for family.

(e) Provided with meal tickets and billeted in approved lodging house if incapable of work.

(f) 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.

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
	<u>140,000</u>	<u>70,000</u>	<u>161,000</u>	<u>80,500</u>

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
	<u>100,000</u>

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
	<u>150,000</u>

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 Treasurers' Statements as having been spent on food relief in the years 1930-31 to 1938-39:—

Year.	£	Year.	£
1930-31 ..	1,837,886	1935-36 ..	980,760
1931-32 ..	5,070,732	1936-37 ..	1,114,950
1932-33 ..	3,511,978	1937-38 ..	1,263,901
1933-34 ..	1,467,953	1938-39 ..	1,419,836 (a)
1934-35 ..	1,076,670		

(a) Other direct expenditure from revenue for relief of unemployment in 1938-39, included relief works £405,880; work subsidies £67,937; training of unemployed youths £197,545; clothing, medical service, etc., for unemployed £146,226; administration £241,617.

(iii) *Victoria*.—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1931-32 to 1938-39:—

Year.	Receipts. £	Expenditure £
1931-32 ..	1,622,401	1,625,458
1932-33 ..	1,731,721	1,569,356
1933-34 ..	1,618,396	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 ..	1,963,640	1,962,097
1938-39 ..	1,914,000 (a)	2,055,000 (a)

(a) Approximate

(iv) *Queensland*.—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1931-32 to 1938-39 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
1938-39 ..	2,451,354	2,232,795

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 1938-39 the expenditure from the Fund was £655,571, of which £494,862 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; for 1932-33, £622,331; 1933-34, £534,418; 1934-35, £483,436; 1935-36, £413,035; 1936-37, £375,127; 1937-38, £319,067; and 1938-39, £304,082.

(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. The expenditure on unemployment relief from 1931-32 onwards was as follows:—

Year.	From Revenue.		From Loan.
	Sustenance Relief.	Sustenance Work	Reproductive Relief. Works
	£	£	£
1931-32	643 996	..	1,202,547
1932-33	196,123	149,833	1,183,864
1933-34	182,953	49,239	1,884,897
1934-35	56,301	16,195	2,077,326
1935-36	35,275	14,595	2,011,888
1936-37	36,323	14,821	1,772,893
1937-38	37,945	14,021	1,168,389
1938-39	33,478	13,381	1,484,116

(vii) *Tasmania*.—The amounts expended from Revenue during the last eight 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
1938-39	150,089

The amount of £150,089 for 1938-39 includes £75,585 for relief work in lieu, and £16,630 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:—1934-35, £2,405; 1935-36, £1,869; 1936-37, £848; 1937-38, £1,464; and 1938-39, £1,123. 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 1934-35 was £4,455; in 1935-36, £4,739; in 1936-37, £5,000; in 1937-38, £8,825; and in 1938-39, £4,658.

(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 nine years, 1930-31 to 1938-39. 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 £21,562,209 in 1938-39.

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 (exclusive of dependants) in receipt of or working for sustenance or working "part-time" on relief works in the various States at the 30th June, 1939:—

State.			
New South Wales	..	..	58,024
Victoria	..	..	21,353
Queensland	..	..	16,402
South Australia	..	..	7,339
Western Australia	..	..	7,048 ^(a)
Tasmania	..	..	1,181
Northern Territory	..	..	93
Australian Capital Territory	..	..	..
Total	..	..	III,440

(a) Includes 498 men "standing down" and 2,573 working full-time, the latter comprising a certain number of foremen and other "key" men and all married men with three or more children.

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 1934 to 1938. 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.
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
1938	253,823	88,844	87,915

(a) Exclusive of Tasmania.

§ 6. Industrial Accidents.

1. **Source of Information.**—The following tables have been compiled from 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 1934 to 1938 :—

Industrial Accidents, 1934 to 1938.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A. (b)	Tas.	Total
No of Fatal Accidents	1934 .. 55	24	21	1	37	7	145
	1935 .. 42	21	12	5	37	3	120
	1936 .. 46	22	17	7	49	7	148
	1937 .. 64	38	24	4	51	8	189
	1938 .. 54	26	17	12	34	3	146
No. of Accidents incapacitating for over 14 days	1934 .. (a) 5,696	720	479	117	1,287	136	8,135
	1935 .. " 6,134	719	486	222	1,442	177	9,174
	1936 .. " 7,802	739	546	180	2,035	107	11,409
	1937 .. " 8,150	1,027	665	156	1,752	136	11,886
	1938 .. " 9,704	976	746	190	1,917	128	13,661

(a) *Vide* remarks below

(b) Includes accidents reported by the Chief Conservator of Forests

Compared with 1937 the numbers of deaths from industrial accidents in 1938 increased in South Australia and decreased in all other States. The number of non-fatal accidents increased in New South Wales, Queensland, South Australia and Western Australia and decreased in Victoria and Tasmania. Non-fatal accidents in New South Wales and Western Australia 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 1938.

Industrial Accidents: Number in Industrial Groups, Australia, 1938.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	4	664
II. Engineering, etc.	(a) 9	(a) 5,048
III. Food, Drink, etc.	2	1,107
IV. Clothing, Hats, etc. .. ..	..	419
V. Books, Printing, etc.	1	451
VI. Other Manufacturing	15	2,734
VII. Building and Scaffolding	13	41
VIII. Mining	98	2,871
IX. Lifts	2	17
X. Miscellaneous	2	309
Total	146	13,661

(a) Includes accidents reported by the Chief Inspector of Factories in New South Wales as having occurred in ore-dressing, smelting and metallurgical works. In previous years these accidents were included in Group VIII. Mining.

(b) *Vide* remarks above

The largest number of fatal accidents occurred in the mining industry, representing 67 per cent. The largest number of non-fatal accidents occurred in engineering, etc. (37 per cent.). It should be pointed out, however, that the figures for 1938 are not directly comparable with those for previous years as accidents in ore dressing, smelting works, etc., in New South Wales previously included in Group VIII. Mining are now included in the engineering group.

Thirteen fatal accidents occurred in connexion with building and scaffolding, and two deaths resulted from lift accidents: Thirty-one fatal, and 10,423 non-fatal accidents were reported in the manufacturing industries, and 5,048 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, except for New South Wales, in regard to accidents in ore-dressing, smelting and metallurgical works reported to Inspectors of Factories in each State in the year 1938.

Mining Accidents: Classification according to Causes, 1938.(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 ..	1	2	3				6
" " Falls of Ground	5	3	1		8		17
" " Falling down shafts, etc.	2	1	3		5		11
Other Accidents ..			4		8		12
2. Above Ground—							
Accidents caused by machinery in motion ..	3		1		1		5
Other Accidents ..	5	1		2	4	2	14
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
	1	1					2
4. Quarries, Brick and Clay Pits, etc.							
		11		3	1		15
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)					1		1
Accidents caused by Explosives (Dynamite, etc.)		1					1
Accidents caused by Falls of Earth	5	1	1				7
Other Accidents ..	2		1				3
2. Above Ground—							
Accidents caused by machinery in motion ..	3						3
Other Accidents ..	1						1
Total ..	28	21	14	5	28	2	98

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

Cause of Accident.	N.S.W. (a)	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	5	2	4	1	6	1	19
" " Falls of Ground	64	3	11	7	20	6	111
" " Falling down stairs, etc.	18	2	1		37	5	63
Other Accidents ..	432	2	102	9	750	45	1,340
2. Above Ground—							
Accidents caused by machinery in motion ..	20	..	..	4	26	..	50
Other Accidents ..	137	..	39	5	156	37	374
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.(b) ..							
..	11	..	58	95	46	4	214
4. Quarries, Brick and Clay Pits, etc. ..							
..	..	9	..	17	49	..	75
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	2	..	..	..	2
Accidents caused by Explosives (Dynamite, etc) ..	9	..	1	..	2	..	12
Accidents caused by Falls of Earth	18	3	51	..	61	1	134
Other Accidents ..	30	5	172	..	265	3	415
2. Above Ground—							
Accidents caused by machinery in motion ..	3	..	..	..	..	..	3
Other Accidents ..	5	..	18	..	36	..	59
Total ..	752	26	399	138	1,454	102	2,871

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

Fifty-eight fatal mining accidents occurred below ground in Australia during the year, as compared with 40 above ground. Fatal accidents in metalliferous mines in 1938 numbered 67, as against 16 in coalmines and 15 in quarries and brick and clay pits. The number of non-fatal mining accidents below ground was 2,096 and above ground 486. Seventy-five non-fatal accidents occurred in quarries and brick and clay pits.

CHAPTER V.—ASSOCIATIONS.

§ 1. Labour Organizations.

I. 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 1934. 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 1934 to 1938. Particulars for the years 1912 to 1933 will be found in preceding issues of the Labour Report.