

The scheme at the outset is estimated to cost £13,000,000 per annum, and apply to approximately 1,000,000 children. The number of "first" children excluded is estimated to be approximately 830,000 or 45 per cent. of the total children under sixteen years of age. The Census of 1933 disclosed that the average number of dependent children under sixteen years of age per married male was 1.36.

Consequent upon the establishment of the National Scheme, appropriate steps were taken for the termination of the schemes operating in New South Wales and the Commonwealth Public Service.

CHAPTER IV.—EMPLOYMENT AND UNEMPLOYMENT.

§ 1. Employment.

I. Direct Measures of Employment.—The following estimates of the numbers of male and female wage and salary earners in employment are based on data from the Censuses of 1911, 1921 and 1933, the National Register, 1939, and Pay-roll Tax returns which commenced in July, 1941. The figures relate to wage earners who were recorded at the Censuses as employed, and may be defined as "numbers normally occupied as wage earners" as distinct from the equivalent of full-time employment. Many wage earners are normally occupied as casual, part-time, intermittent and seasonal workers. Wage earners unemployed in the sense that they are not working and have no work to go to are excluded.

The figures exclude men engaged on Government relief works. The estimates for July, 1939 and July, 1941, are on comparable bases, but exclude employees absent on defence service whether at home or abroad.

Estimated Total Employment : Australia.

Wage and Salary Earners in Employment, excluding Relief Workers.

(Thousands).

Year and Month.	N.S.W.	Vic.	Q'land	S A	W A.	Tas.	Aust. (a)
MALES.							
1911—April	399.0	287.3	150.7	95.7	81.2	40.6	1,056.4
1921—April	462.1	318.9	152.7	106.0	77.6	42.7	1,162.0
1933—June	444.7	332.0	180.8	99.0	87.6	38.1	1,186.1
1939—July (b) ..	601.9	404.6	219.1	128.1	100.7	47.2	1,507.8
1941—July (b) ..	632.3	447.8	212.7	142.7	99.2	48.4	1,591.9
FEMALES.							
1911—April	102.3	105.1	35.4	26.0	15.3	10.7	295.0
1921—April	131.2	118.8	44.5	31.5	19.3	11.5	357.0
1933—June	158.5	145.1	54.2	37.2	25.7	13.1	434.7
1939—July (b) ..	220.9	175.2	71.2	47.5	33.2	16.3	505.7
1941—July (b) ..	270.2	204.7	74.3	54.3	34.4	18.4	658.1

(a) Including Australian Capital Territory and Northern Territory.

(b) Subject to revision.

Estimated Total Employment : Australia—continued.

Wage and Salary Earners in Employment, excluding Relief Workers.

(Thousands).

Year and Month.	N.S.W.	Vic.	Q'land.	S.A.	W A	Tas.	Aust. (a)
TOTAL.							
1911—April	501.3	392.4	186.1	121.7	96.5	51.3	1,351.4
1921—April	593.3	437.7	197.2	137.5	96.9	54.2	1,519.0
1933—June	603.2	477.1	235.0	136.2	113.3	51.2	1,620.8
1939—July (b) ..	822.8	579.8	290.3	175.6	133.9	63.5	2,073.5
1941—July (b) ..	902.5	652.5	287.0	197.0	133.6	66.8	2,250.0

(a) Including Australian Capital Territory and Northern Territory

(b) Subject to revision.

The Commonwealth and the State Statisticians have been making for some years past 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. From July, 1941, these indexes have been replaced by estimates of employment based on data derived from the collection of Pay-roll Tax. The latest figures for all States are to be found in the current issue of the *Monthly Review of Business Statistics*.

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.

Up to June, 1941, 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* No. 34, Part I., issued by this Bureau. Estimated employment in later months, subject to subsequent revision, may be obtained from the *Monthly Review of Business Statistics*.

The index of total factory employment divided by the index of total population fluctuated between 104 and 100 from 1926-27 to 1928-29 (the base year). It fell to 72 in 1931-32, the lowest year of the depression, and then rose steadily each year thereafter to 131.4 in 1940-41. The relative employment in factories was considerably higher in 1940-41 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 total population. The figures for 1937-38 show that this difference was

reduced to 2 per cent. during that period and this margin was maintained in 1938-39. By 1939-40, however, the female rate of increase was relatively greater than the male and compared with 1928-29; the female increase was again 4 per cent. higher than that shown by the males.

3. Index of Employment in Retail Stores.—This index is published in the *Monthly Review of Business Statistics*. From July, 1933, to June, 1941, it was based on a sample of retail stores. As there is no annual census of employment in retail stores, there was no means of knowing how accurately the movement of employment in these stores represents that in the whole field. Consequently this index was much less reliable than the index of employment in factories. The Australian index was an average of the State indexes weighted by the number of persons returned as engaged in "Commerce" at the Census of June, 1933. 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 considerable part-time work.

From July, 1941, the index of employment in retail stores has been replaced by a new series based on the actual employees engaged by proprietors of retail stores who pay Pay-roll tax. The base of the new series is July, 1941, which equals 100 in each State, and the Australian average is based on the total number of employees of such Pay-roll taxpayers in all States.

4. Estimates of Total Employment in 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 *Official Year Book of New South Wales*. It refers to all wage and salary earners, and is based on the census record of employment at June, 1933, receipts of wages tax, and records of government employment since that date. Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage earners this index of employment and unemployment has been discontinued since April, 1940. A table showing the approximate number of persons employed in the middle of June in the years 1934 to 1941, with the figures at the Census of June, 1933, is published herein.

The Queensland Index published by the Queensland Bureau of Industry is compiled from census results, unemployed insurance contributions, workers' compensation records, and shop and factory returns. Enlisted men have been excluded from the estimates of employment and adjustments have been made to allow for the effect on employment of home-defence training. The figures shown for the three-monthly periods have been corrected for seasonal variation.

The Tasmanian estimate 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.

**Employment and Unemployment of all Available Wage and Salary Earners :
New South Wales.**

Period.	Proportion 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 June	93.7	6.3	92.6	7.4
1940 January	94.4	5.6	93.6	6.4
February	95.1	4.9	94.4	5.6
March	95.6	4.4	94.9	5.1

Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage-earners, the index of employment and unemployment has been discontinued since April, 1940.

In estimating the increase in the number of persons dependent on employment allowance was made for (a) increase in the proportion of females who were 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 was not made.

At the Census of 30th June, 1933, 15,142 persons dependent on employment in New South Wales were 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 following table, compiled by the Government Statistician of New South Wales, shows the approximate number of persons employed in the middle week of June of each year specified.

Employment : New South Wales.

June.	Total in employment (a)	Total in private employment	Total employed in factories. (b)	Number employed by employers with ten or more employees in—			
				Mines.	Retail trade.	Wholesale trade.	Offices and commerce.
1933 (e) ..	594,273	477,377	139,744	15,504	38,544	17,638	20,340
1934 ..	639,046	518,645	162,700	(d)	(d)	(d)	(d)
1935 ..	694,815	567,110	182,200	(d)	(d)	(d)	(d)
1936 ..	741,934	613,631	199,200	18,995	47,653	22,792	25,543
1937 ..	800,405	652,947	216,900	18,555	49,877	24,868	24,857
1938 ..	839,511	688,881	229,000	20,980	51,921	25,212	26,297
1939 ..	831,555	678,577	228,900	20,873	51,667	25,212	27,277
1940 (e) ..	856,296	700,135	240,800	21,128	51,622	25,871	28,714
1941 (e) ..	908,710	745,780	282,600	20,777	53,099	26,612	29,036

(a) Excluding Rationed Relief Workers. (b) Including Working Proprietors. (c) Census of 30th June. (d) Comparable figures not available. (e) Excluding men in the Forces who were not on pay sheets of private employers.

The following table has been compiled by the Queensland Bureau of Industry from census results, unemployed insurance contributions, workers' compensation records, and shop and factory returns.

Employment : Queensland.

Period.	Numbers in Work.			
	Employees and Workers on own Account	Employees	Working for no Wages	Total
Average—				
1932-33	93,100	184,600	9,400	287,100
1933-34	94,700	194,700	9,600	299,000
1934-35	96,800	214,500	9,700	321,000
1935-36	98,900	223,500	9,900	332,300
1936-37	100,900	234,500	10,100	345,500
1937-38	103,000	245,800	10,300	359,100
1938-39	105,100	257,700	10,500	373,300
1939-40	106,800	264,500	10,600	381,900
1940-41	107,100	264,400	10,900	382,400
Three months ended—1940-41—				
July	106,800	265,100	10,700	382,600
August	106,700	262,800	10,700	380,200
September	106,700	262,200	10,700	379,600
October	106,800	263,000	10,700	380,500
November	106,900	263,700	10,800	381,400
December	107,100	262,900	10,800	380,800
January	107,200	265,700	10,900	383,800
February	107,300	264,000	10,900	382,200
March	107,400	264,900	10,900	383,200
April	107,400	264,900	11,000	383,300
May	107,400	266,200	11,000	384,600
June	107,400	266,500	11,000	384,900

In the table above enlisted men have been excluded from the estimates of employment, and adjustments have been made to allow for the effect on employment of home-defence training. The figures shown for the three-monthly periods have been corrected for seasonal variation.

Employment : Tasmania.

Period.	Private Industry.			Public Authorities.			Total Employment— Public and Private.		
	Males.	Females.	Persons.	Males.	Females.	Persons	Males.	Females.	Persons.
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 ..	37,849	12,184	50,033	10,488	1,879	12,367	48,337	14,063	62,400
1939-40 (a) ..	39,659	13,151	52,810	10,725	1,972	12,697	50,384	15,123	65,507
1940-41 (a) ..	40,123	14,820	54,943	10,023	2,148	12,171	50,146	16,968	67,114
1940-41—									
July ..	37,987	13,056	51,043	10,187	2,060	12,256	48,174	16,025	64,199
August ..	38,401	13,808	52,200	9,881	2,078	11,959	48,283	15,976	64,259
September ..	39,204	14,624	53,828	9,878	2,116	11,994	49,082	16,740	65,822
October ..	39,807	13,996	53,803	9,977	2,099	12,076	49,784	16,095	65,879
November ..	40,064	13,975	54,039	9,678	2,100	11,778	49,742	16,075	65,817
December ..	40,446	14,974	55,420	10,147	2,124	12,271	50,593	17,098	67,691
January ..	42,512	15,985	58,497	9,896	3,041	11,937	52,408	18,026	70,434
February ..	41,354	14,118	55,472	9,889	2,159	12,048	51,243	16,277	67,520
March ..	41,650	16,264	57,914	9,978	2,144	12,122	51,628	18,408	70,036
April ..	40,827	15,496	56,323	10,075	2,317	12,392	50,902	17,813	68,715
May ..	40,198	15,452	55,650	10,300	2,254	12,554	50,498	17,706	68,204
June ..	39,031	15,101	54,132	10,384	2,275	12,659	49,415	17,376	66,791

(a) Subject to revision

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 1938-39 and previous years the figures in the table may be regarded as 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.

For the months since June, 1939, 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.

5. 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.

§ 2. Unemployment.

1. Total Persons Unemployed.—The total number of persons unemployed has been recorded only at the dates of the various Censuses. The Census records include all persons who state that they are unemployed, and distinguish between unemployment on account of sickness or accident, scarcity of work, industrial dispute, or any other cause. In 1939, the National Register recorded men aged 18 to 64 years who were unemployed, but these require certain adjustments on account of men who failed to make National Register returns. This information has been used, in conjunction with other data available from various sources, to make an estimate of the total number of males and females unemployed in July, 1939. An approximate estimate of total unemployed as at July, 1941, has been made, based largely on the trend since 1939 of the number of registered unemployed at the State Labour Exchanges. The following table sets out the numbers of unemployed recorded

at the Censuses, together with the percentage which the unemployed bore to all wage and salary earners of the same sex at the time, which number is taken as the sum of those estimated to be in employment, and the unemployed. From 1½ to 2 per cent. of the total wage and salary earners are usually out of work on account of sickness and accident, and are included in the percentages.

Unemployment (All Causes): Australia.

Year and Month.	Wage and Salary Earners Unemployed.			Proportion of Wage and Salary Earners Unemployed.		
	Males.	Females.	Total.	Males.	Females.	Total.
Census—	'000.	'000.	'000.	%	%	%
1911—April	48.0	8.3	56.3	4.3	2.7	4.0
1921—April	139.4	21.5	160.9	10.7	5.7	9.6
1933—June (a)	460.3	103.1	563.4	27.9	19.1	25.8

(a) The figures shown for 1933 are in excess of those actually recorded at the Census through an allowance having been made for a number of youths and girls who would normally have been wage and salary earners, but who, on account of the economic depression, having never been employed, were not classed as wage and salary earners.

The unemployed have been estimated to be approximately 12½ per cent. in July, 1939, and 4½ per cent. in July, 1941, calculated on all available wage and salary earners excluding those absent in the defence forces, but including additional persons who have become wage and salary earners as a result of war conditions.

2. **Unemployment in Trade Unions.**—(i) *General.*—The collection by this Bureau of information relating to unemployment amongst trade unionists 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 500,000, consisting predominantly of males and representing about 54 per cent. of the total trade union membership and between 20 and 25 per cent. of all wage and salary earners. Unemployment returns are not collected from unions the members of which 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.

Seasonal fluctuations in unemployment have been recorded by collecting returns quarterly since 1st January, 1913. The quarterly figures show the number of persons who were out of work for three days or more during

a specified week in each quarter and exclude persons out of work through strikes and lock-outs except those outside the industry who are indirectly affected. The yearly figures quoted represent the average of the four quarters.

The value of the percentages of unemployment derived from Trade Union returns is in the indication they give of the trend of unemployment amongst trade unionists as reported by the secretaries of trade unions.

(ii) *Australia, 1891 to 1941 (June Quarter).*—The following table gives particulars for Australia for the years 1891 to 1941 (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
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	415,305	104,035	25.1
1934 " " ..	394	424,035	86,865	20.5
1935 " " ..	396	435,938	71,823	16.5

Unemployment : Australia—continued.

PARTICULARS.	Unions	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1936	392	441,311	53,992	12.2
1937	387	449,588	41,823	9.3
1938	390	466,325	40,138	8.7
1939	396	476,918	45,967	9.7
1940	394	491,352	39,116	8.0
1938 Sept. Quarter ..	394	468,634	43,092	9.2
Dec.	395	471,581	42,077	8.9
1939 March	395	474,277	45,545	9.6
June	398	477,149	45,183	9.5
September	397	478,000	48,888	10.2
December	392	478,245	44,253	9.3
1940 March	394	483,806	38,307	7.9
June	388	475,815	49,775	10.5
September	397	496,872	36,892	7.4
December	396	508,914	31,491	6.2
1941 March	398	514,379	27,289	5.3
June	395	517,696	18,595	3.6

(iii) *Australia, by Industries, 1940.*—The next table shows the percentages unemployed in industrial groups. Industries or occupations in which employment is stable, such as railways, and those which are subject to exceptional fluctuations, such as wharf labour, agricultural, pastoral, etc., are not included. Other occupations—domestic, hotel employees, etc.—are included in the "Other and Miscellaneous" group, as their returns are not sufficiently representative.

Unemployment in Industrial Groups : Australia, 1940.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,854	958	5.1
II. Engineering, Metal Works, etc. ..	64	97,134	6,467	6.7
III. Food, Drink, Tobacco, etc. ..	56	42,748	5,910	16.2
IV. Clothing, Hats, Boots, etc. ..	22	45,238	3,232	7.2
V. Books, Printing, etc. ..	12	22,168	919	4.1
VI. Other Manufacturing ..	63	54,629	3,847	7.0
VII. Building	46	51,345	4,135	8.0
VIII. Mining, Quarrying, etc. ..	19	23,465	2,115	9.3
X. Land Transport other than Railway and Tramway Services ..	14	19,622	1,454	7.4
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	82	116,149	9,070	7.8
All Groups	394	491,352	39,116	8.0

(iv) *Australia, by Industries, 1912, and Quarterly, 1939 to 1941.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed from the September quarter of 1939 to the June quarter of 1941. 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.	1939.		1940.				1941.	
		Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.
Manufacturing—									
I. Wood, Furniture, etc.	3.7	18.1	13.4	6.7	6.3	4.9	2.3	3.1	2.1
II. Engineering, Metal Works, etc.	7.4	8.6	6.8	5.3	12.9	4.4	4.1	2.9	1.7
III. Food, Drink, Tobacco, etc.	7.3	18.4	16.6	14.5	18.6	17.5	14.2	10.4	7.8
IV. Clothing, Hats, Boots, etc.	6.3	13.3	9.6	6.5	12.1	7.1	2.9	3.6	1.7
V. Books, Printing, etc.	2.8	5.1	3.6	4.7	4.6	5.1	2.1	2.0	1.4
VI. Other Manufacturing	6.9	9.9	9.3	7.9	6.6	7.5	6.2	4.4	3.3
VII. Building	5.5	9.3	9.2	10.4	8.8	6.8	6.1	5.8	5.2
VIII. Mining, Quarrying, etc.	5.6	12.6	15.4	8.6	10.6	9.4	8.5	8.1	8.0
X. Other Land Transport	1.1	8.7	7.7	7.3	6.8	6.9	8.7	6.3	4.3
IX., XI., XII., XIII., and XIV., Other and Miscellaneous	5.4	7.4	7.7	7.5	9.6	7.3	6.8	6.6	3.7
AUSTRALIA	5.6	10.2	9.3	7.9	10.5	7.4	6.2	5.3	3.6

(v) *States, 1940.*—In making interstate comparisons of unemployment percentages, 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, and that for some States the returns are a more representative sample than for others. The State percentages shown below, therefore, should not be read as indicating the relative degree of unemployment amongst unionists in the individual States but as an indication of the trend of unemployment as reported by the Trade Unions. The figures in the following table show the position in each State for 1940 :—

Unemployment : 1940.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	115	206,004	22,425	11.0
Victoria	77	331,105	7,573	5.8
Queensland	45	67,896	3,737	5.5
South Australia	55	41,353	2,898	7.0
Western Australia	67	32,954	1,851	5.6
Tasmania	35	12,010	632	5.2
Australia	394	491,352	39,116	8.0

(vi) *States, 1928 to 1940 and Quarterly from 1937.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1936 were published in previous issues of this Report and in the *Quarterly Summary of Australian Statistics*. The following table shows for each State the percentage of members of trade unions returned as unemployed for the years 1928 to 1940 and quarterly from 1937 onwards :—

Unemployment: Percentages.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1928 Year.	11.3	10.9	7.0	15.0	8.2	10.6	10.8
1929 "	11.5	11.1	7.1	15.7	9.9	12.8	11.1
1930 "	21.7	18.3	10.7	23.3	19.2	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
1939 "	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1940 "	11.0	5.8	5.5	7.0	5.6	5.2	8.0
1937 March Qtr.	17.8	9.5	7.7	9.5	5.4	7.8	9.9
June "	12.4	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 "	9.8	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. "	10.1	9.0	5.7	8.8	6.5	10.2	8.9
1939 March Qtr.	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June "	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept. "	11.6	11.2	5.8	9.4	8.2	8.3	10.2
Dec. "	11.1	9.0	5.8	9.1	6.6	7.1	9.3
1940 March Qtr.	9.7	6.5	5.8	8.5	6.9	4.8	7.9
June "	15.9	6.6	6.8	8.3	5.6	5.0	10.5
Sept. "	9.8	5.9	4.9	6.6	6.0	4.6	7.4
Dec. "	8.5	4.3	4.5	4.7	4.0	6.5	6.2
1941 March Qtr.	7.0	3.2	5.9	3.9	4.3	3.6	5.3
June "	4.5	2.4	4.2	2.8	3.1	2.4	3.6

(vii) *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.

§ 3. Industrial Disputes.

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

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 30 while particulars for the year 1940 are furnished below.

2. *Industrial Disputes in Industrial Groups, 1940.*—The following table deals with industrial disputes involving stoppage of work during the year 1940 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 1940 was 350, as compared with 416 during the previous year. In New South Wales 313 disputes occurred, 277 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1940 amounted to 1,507,252 for all disputes in Australia, as compared with 459,154 working days lost during 1939. The estimated loss of wages was £1,716,121 in 1940, as compared with £455,716 for the year 1939.

Industrial Disputes in Industrial Groups, 1940.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-vo-lved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales—								
II.	Engineering, metal works, etc.	16	17	6,297	2,310	8,607	48,131	49,239
III.	Food, drink, etc.	3	21	719	56	775	3,410	2,418
IV.	Clothing, textiles, etc.	4	4	2,112	..	2,112	9,762	4,920
V.	Books, printing, etc.	1	1	411	..	411	411	320
VI.	Other manufacturing	4	12	1,375	434	1,809	8,901	9,615
VII.	Building	1	1	194	..	194	1,746	1,783
VIII.	(a) Coal-mining	277	613	149,804	9,358	159,162	1,158,980	1,356,768
IX.	Railway and tramway services	2	2	64	..	64	2,400	1,808
XI.	Shipping, wharf labour, etc.	3	7	520	80	600	3,000	2,240
XIV.	Miscellaneous	2	2	270	..	270	1,420	1,215
	Total	313	680	161,766	12,238	174,004	1,238,161	1,430,416
Victoria—								
II.	Engineering, metal works, etc.	1	1	50	..	50	200	203
IV.	Clothing, textiles, etc.	3	3	433	282	715	2,041	1,235
VII.	Building	7	32	2,102	103	2,205	30,830	25,561
VIII.	(a) Coal-mining	6	6	5,594	..	5,594	74,694	74,076
X.	Other land transport	1	1	70	..	70	210	329
XIII.	Domestic, hotels, etc.	1	1	30	..	30	60	22
	Total	19	44	8,279	385	8,664	108,035	101,326
Queensland—								
VIII.	(a) Coal-mining	2	6	2,902	..	2,902	127,334	153,790
XI.	(b) Other mining, quarries, etc.	1	1	49	..	49	1,862	2,350
	Shipping, wharf labour, etc.	1	1	62	14	76	2,432	1,533
	Total	4	8	3,013	14	3,027	131,628	157,673
South Australia—								
II.	Engineering, metal works, etc.	2	2	781	..	781	4,771	4,137
VI.	Other manufacturing	1	1	680	..	680	4,080	2,980
VII.	Building	1	1	14	21	35	105	82
IX.	Railway and tramway services	1	1	1,270	..	1,270	550	433
	Total	5	5	2,745	21	2,766	9,506	7,632
Western Australia—								
VIII.	(a) Coal-mining	2	2	155	288	443	3,206	3,796
XIV.	(b) Other mining, quarries, etc.	1	1	580	..	580	181	100
	Miscellaneous	1	150	2,000	..	2,000	4,000	2,500
	Total	4	153	2,735	288	3,023	7,387	6,396
Tasmania—								
IV.	Clothing, textiles, etc.	1	1	34	12	46	92	41
VIII.	(a) Coal-mining	1	4	182	..	182	10,374	10,600
	Total	2	5	216	12	228	10,466	10,641
Northern Territory—								
VII.	Building	1	1	13	..	13	65	65
XI.	Shipping, wharf labour, etc.	1	2	154	700	854	1,932	1,900
XIV.	Miscellaneous	1	1	18	..	18	72	72
	Total	3	4	185	700	885	2,069	2,037

Industrial Disputes in Industrial Groups, 1940—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
Australia—								
II.	Engineering, metal works, etc.	19	20	7,128	2,310	9,438	53,102	53,579
III.	Food, drink, etc.	3	21	719	56	775	3,410	2,418
IV.	Clothing, textiles, etc.	8	8	2,579	294	2,873	11,895	6,196
V.	Books, printing	1	41	441	..	441	411	320
VI.	Other manufacturing	5	13	2,055	434	2,489	12,981	12,595
VII.	Building	10	35	2,323	124	2,447	32,746	27,491
VIII.	(a) Coal-mining	286	629	158,482	9,358	167,840	1,371,382	1,595,234
	(b) Other mining, quarries, etc.	3	3	204	288	492	5,068	6,146
IX.	Railway and tramway services	4	4	1,914	..	1,914	3,131	2,431
X.	Other land transport	1	1	70	..	70	210	229
XI.	Shipping, wharf labour, etc.	5	10	730	794	1,530	7,304	5,673
XIII.	Domestic, hotels, etc.	1	1	30	..	30	60	22
XIV.	Miscellaneous	4	153	2,288	..	2,288	5,492	3,787
	Total	350	899	178,939	13,658	192,597	1,507,452	1,716,121

3. **Particulars of Principal Disputes in 1940.**—(i) *General.*—The preceding tables show the number and effect of all disputes for the year 1940 classified according to Industrial Groups. Although the number of disputes was less the figures show an increase compared with those of the previous year as regards number of workpeople involved, working days and estimated loss of wages. The tables show that of the total number of disputes (350) which occurred in 1940, no less than 286 were in connexion with the coal-mining industry, and of these 277 occurred in New South Wales. The estimated loss of wages through all disputes in Australia was £1,716,121. The loss through 277 disputes in the coal-mining industry in New South Wales was £1,356,768, or 79 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 1,507,252. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1940 are given below.

(iii) *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 1940 one dispute of an interstate character occurred.

This dispute affected the coal-mining industry in New South Wales, Victoria, Queensland and Tasmania, the refusal by the colliery proprietors to negotiate an agreement with the unions being given as the cause.

The demands of the miners were for a uniform 40-hour working week with adjustments of rates so that there would be no reduction in wages in consequence of the shorter week and the removal of the penalty clauses provided in the awards relating to annual leave.

Hopes had been entertained that the parties would accept the offer of the Chief Judge of the Commonwealth Arbitration Court (Sir George Beeby) to preside over a compulsory conference, but neither the owners nor the unions made any move in that direction and work ceased on 11th March.

The first definite move towards a settlement was made by the Queensland Coal Owners' Advisory Committee which decided to meet the representatives of the Queensland Colliery Employees' Union on 31st March to discuss a formula for the resumption of work. However, the conference

resulted in a deadlock and the coal-mining companies subsequently applied to the State Industrial Court for the deregistration of the union and cancellation of the award.

Various suggestions for a basis of settlement were made, including one that the Commonwealth Government should take over all collieries for the duration of the war.

The most promising of these moves was the suggestion by the Federal labour leader, Mr. J. Curtin, that the Australasian Council of Trade Unions should ask the Commonwealth Arbitration Court to call a conference of the parties.

On 15th April a meeting of representatives of the combined mining unions and representatives of the A.C.T.U. was held and it was decided that in the event of the Commonwealth Government or the Commonwealth Arbitration Court convening a compulsory conference the combined mining unions would attend.

A further conference held in Canberra at the end of April was attended by the Prime Minister (Rt. Hon. R. G. Menzies), Mr. J. Curtin and representatives of the coal-miners and the A.C.T.U.

This conference was adjourned pending the result of a delegation of mining union leaders and representatives of the A.C.T.U. which was to interview Sir George Beeby, Chief Judge of the Commonwealth Arbitration Court.

When this conference achieved no results the leaders of the combined mining unions decided to convene a meeting of their executive in Sydney for 2nd May. A general conference of all unions directly concerned in the dispute was called for the same date. Pending the result of these meetings the Prime Minister agreed to defer the promulgation of regulations to enable the Commonwealth Government to re-open coal mines with volunteer labour. It was decided by these conferences that an aggregate vote should be taken on the question of returning to work. As the vote, when taken, favoured continuance of the dispute, steps were taken by the Commonwealth Government to implement the regulations.

Negotiations for a settlement were continued, however, and on 16th May it was announced that a basis for settlement had been reached at a conference attended by the union leaders, the Federal Attorney-General, the Federal Treasurer, the New South Wales Premier and the Minister for Mines.

The terms of settlement were :—(a) A conference to be held on the day of resumption of work, with the Chief Judge of the Commonwealth Arbitration Court presiding ; (b) any grievances still outstanding after the conference to be referred to the Court for immediate settlement ; and (c) all " free " labour to be withdrawn from mines, and all members of the combined mining unions to be reinstated in their jobs.

Work was resumed after a stoppage of about ten weeks.

(iv) *New South Wales*.—Refusal by the management to recognize a claim by a miner for a " deficient place " was given as the cause of a dispute involving coal-miners at Wongawilli Colliery, Dapto, in January, 1940. Attempts at settlement were unavailing, and the dispute was still in progress when the general stoppage of coal-miners commenced in February, 1940.

Dissatisfaction with the practice (which had been in operation for several years) of sending men off for meal break at different times within the award provisions was given as the cause of a stoppage of work at the Australian Iron and Steel Ltd. works at Port Kembla in February, 1940. The employees requested the management to allow all employees to take the

meal break at the same time, but this was refused. After a stoppage of about thirteen weeks, the dispute was settled by a decision of the New South Wales Industrial Commission that award conditions prevailing before the dispute be observed.

Colliery employees in the Southern District of New South Wales were idle owing to a dispute, for about eight days in October, 1940. The reason given for the stoppage was dissatisfaction with an award of the Commonwealth Arbitration Court. A compulsory conference was called under the provisions of the Commonwealth Conciliation and Arbitration Act and work was resumed pending the result of this conference.

The dismissal of an employee was reported as the cause of a stoppage of work for six days by munition workers at Lithgow in November, 1940. Approximately 2,450 workers were involved and work was resumed as the result of direct negotiations between the employers and employees' representatives, the dismissed employee being reinstated.

Reductions in wages to several classifications and minor alterations in conditions brought about as a result of appeals by the unions and employers before the full bench of the Industrial Commission was given as the cause of a dispute involving ironworkers at Port Kembla in November, 1940.

Approximately 1,400 workpeople were concerned either directly or indirectly and the dispute, which lasted about two weeks, was settled by the intervention of the New South Wales Arbitration Court, certain minor concessions being agreed to by the employers and accepted by the employees.

Coal-mining employees in the northern districts of New South Wales were involved in a dispute in December, 1940. The cause of the dispute was the alleged infringement by the employers of a seniority custom.

A compulsory conference under the provisions of the Commonwealth Conciliation and Arbitration Act was called and as a result work was resumed after a stoppage for three days.

(v) *Victoria*.—The refusal by the employers to grant demands for special allowances and a reversion to a five-day week was given as the cause of a dispute involving builders at Deer Park in October, 1940. The dispute which lasted for about three weeks was settled by negotiations between representatives of the employees and the Minister for Labour.

The refusal of a demand for one shilling a day above award rates was reported as the cause of a dispute in the building industry at Fishermen's Bend in November, 1940. As the result of a tribunal presided over by Judge Drake-Brockman the employees agreed to accept a smaller increase than originally demanded and work was resumed after a stoppage of about two weeks.

(vi) *Queensland*.—A reduction in the "darg" was given as the cause of a dispute involving persons employed in the coal-mining industry at the State Coal Mine, Collinsville, in October, 1940. After a stoppage of more than two weeks work was resumed on terms set out by the Minister of Mines. These terms were:—(a) No interference by the union with the output of the mine; (b) the manager to employ new labour as required; (c) three turnkeepers to be appointed to attend to distribution of skips; and (d) the docked wages to be refunded.

Work was resumed under protest, the matters in dispute to be submitted to the Board of Reference for final decision.

The refusal of a claim for increased wages, double time for Sunday work and work after midnight was given as the cause of a dispute involving metaliferous miners at Mount Isa in October, 1940. Negotiations between the parties concerned were successful in finding a basis for settlement, tradesmen

being granted an increase and the balance of the claims to be submitted to the State Industrial Court. Work was resumed after a stoppage of about six weeks.

4. **Industrial Disputes, 1936 to 1940.**—(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 1936 to 1940, and the aggregate for the 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.							
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1939 ..	20	3	362	4	6	21	416
1940 ..	36	10	286	3	10	5	350
1936-40 ..	188	21	1,382	38	29	61	1,719
WORKPEOPLE INVOLVED.							
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
1939 ..	8,818	57	137,792	900	2,017	3,246	152,830
1940 ..	15,986	2,447	167,840	492	3,514	2,318	192,597
1936-40 ..	60,459	7,385	546,103	13,777	8,350	10,067	646,141
WORKING DAYS LOST.							
1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	214,869	180	307,699	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1939 ..	108,709	563	291,067	3,805	35,016	19,994	459,154
1940 ..	81,799	32,746	1,371,382	5,068	10,705	5,552	1,507,252
1936-40 ..	899,080	70,346	3,123,121	87,415	115,835	62,062	4,358,759
ESTIMATED LOSS IN WAGES.							
1936 ..	£ 160,259	£ 1,846	£ 249,767	£ 36,408	£ 5,480	£ 15,065	£ 468,825
1937 ..	165,618	211	313,052	20,133	2,572	5,159	506,745
1938 ..	239,222	31,847	973,659	23,103	35,062	927	1,303,820
1939 ..	83,540	424	335,033	4,728	22,114	9,877	455,716
1940 ..	75,108	27,491	1,595,234	6,146	8,333	3,809	1,716,121
1936-40 ..	723,747	61,819	3,466,745	90,518	73,561	34,837	4,451,227

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 1940 these disputes represented 82 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 3,123,121, representing 72 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 1936 to 1940, 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	1936	188	231	50,557	1,728	52,285	432,513	414,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	6,160	124,538	1,029,427	1,012,913
	1939	386	460	139,301	9,239	148,541	419,183	419,330
	1940	313	680	161,766	12,238	174,004	1,239,161	1,430,416
Victoria	1936	10	22	1,599	224	1,823	12,251	9,809
	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
	1939	10	10	1,989	140	2,129	27,315	19,046
	1940	19	44	8,279	385	8,664	108,035	101,326
Queensland	1936	12	12	1,052	194	1,246	14,653	12,325
	1937	10	11	792	203	995	15,681	15,699
	1938	5	9	2,657	..	2,657	87,339	87,379
	1939	5	6	373	2	375	1,879	1,753
	1940	4	8	3,013	14	3,027	131,628	157,678
South Australia	1936	1	1	101	..	101	505	400
	1937	6	15	1,257	52	1,309	3,951	2,464
	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
	1940	5	5	2,745	21	2,766	9,506	7,632
Western Australia	1936	19	49	3,408	1,309	4,717	31,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,094	650	3,644	43,768	43,278
	1939	7	7	3,108	145	3,253	14,100	9,578
	1940	4	153	2,735	288	3,023	7,387	6,396
Tasmania	1936	4	4	360	6	375	3,718	3,212
	1937	4	7	374	5	379	17,916	14,064
	1938	2	4	2,200	..	2,200	72,175	72,030
	1939	4	4	51	..	51	166	93
	1940	2	5	216	12	228	10,466	10,641
Northern Territory	1936	1	1	32	8	40	1,200	900
	1937	3	3	160	13	173	696	708
	1938	1	1	500	..	500	500	400
	1939	2	16	334	40	374	3,642	3,600
	1940	3	4	185	700	885	2,069	2,037
Ausl. Cap. Territory	1936	..	..	..	..	..	..	..
	1937	..	..	..	..	..	..	..
	1938	..	..	..	..	..	..	..
	1939	..	..	..	..	..	..	..
	1940	..	..	..	..	..	..	..
Australia	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	483	91,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	505	148,223	9,602	157,825	459,154	455,716
	1940	350	899	178,939	13,658	192,597	1,507,252	1,716,121

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—1936 to 1940.*—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1936 to 1940 are given in the following table:—

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	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
	1939	230	96,184	1,107	97,291	97,291	106,070
	1940	201	106,783	8,048	114,831	113,886	135,107
2 days and more than 1 day	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
	1939	60	16,308	872	17,270	34,540	35,648
	1940	51	16,102	1,104	17,206	34,167	33,694
3 days and more than 2 days	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	31,333
	1939	34	10,103	1,374	11,477	31,431	36,427
	1940	23	11,339	1,785	13,124	36,112	45,961
Over 3 days and less than 1 week (6 days)	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	6,469	675	7,144	31,558	33,159
	1939	34	7,440	401	7,841	36,787	37,056
	1940	20	3,871	143	4,014	17,662	17,263
1 week and less than 2 weeks	1936	25	6,774	173	6,947	46,311	48,248
	1937	40	7,312	947	8,259	62,352	66,061
	1938	30	7,826	5,974	13,797	113,605	98,218
	1939	31	6,864	2,160	9,024	75,323	67,736
	1940	26	14,849	1,769	16,618	115,550	115,966
2 weeks and less than 4 weeks	1936	16	2,884	424	3,308	53,261	46,705
	1937	16	3,416	202	3,620	52,241	44,986
	1938	11	1,461	101	1,562	23,534	21,256
	1939	10	5,002	3,221	8,223	116,882	116,882
	1940	16	5,458	790	6,248	102,739	100,029
4 weeks and less than 8 weeks	1936	10	1,170	114	1,284	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	683,426
	1939	6	618	307	925	25,463	14,068
	1940	8	3,327	39	3,366	151,934	177,028
8 weeks and over	1936	6	3,848	280	4,128	265,260	245,470
	1937	8	2,283	180	2,463	161,203	151,719
	1938	5	536	1,332	1,868	149,531	126,113
	1939	4	516	61	580	30,683	28,089
	1940	5	17,210		17,210	935,222	1,097,073
Total	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	132,486	11,474	143,960	1,337,994	1,303,820
	1939	316	112,228	9,067	121,295	1,001,181	927,716
	1940	350	178,939	13,658	192,597	1,507,252	1,716,121

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, namely:—(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 1934 to 1940.*—The following table gives particulars of industrial disputes according to causes for the years specified.

Causes of Industrial Disputes: Australia.

Causes of Disputes.	1913.	1934.	1935.	1936.	1937.	1938.	1939.	1940.
NUMBER.								
1. Wages—								
(a) For increase ..	42	10	9	16	28	10	13	16
(b) Against decrease ..	4	3	5	1	1	2	4	1
(c) Other wage questions ..	31	31	44	48	77	67	58	54
2. Hours of Labour—								
(a) For reduction ..	3	..	..	1	2	2	12	..
(b) Other disputes re hours ..	7	6	8	4	4	1	9	20
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	4	4	4	5	5	1	2
(b) Other union questions ..	5	8	12	16	24	43	48	34
4. Employment of particular classes or persons ..	44	51	53	81	80	106	107	80
5. Working conditions ..	51	25	40	43	72	73	90	46
6. Sympathy ..	5	3	1	5	11	4	1	7
7. Other causes ..	8	13	23	16	38	63	73	90
Total ..	208	155	183	235	342	376	416	350
WORKPEOPLE INVOLVED.								
1. Wages—								
(a) For increase ..	8,633	7,210	2,161	2,014	2,678	967	4,381	4,242
(b) Against decrease ..	563	2,817	339	40	15	914	279	296
(c) Other wage questions ..	7,160	8,335	11,804	12,930	21,588	21,399	17,094	17,841
2. Hours of Labour—								
(a) For reduction ..	460	..	..	20	429	4,050	4,150	..
(b) Other disputes re hours ..	1,819	309	1,601	486	1,474	36	3,383	7,635
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	383	581	1,612	3,542	1,659	21	254
(b) Other union questions ..	1,418	2,184	2,532	4,011	5,889	13,241	16,030	10,314
4. Employment of particular classes or persons ..	11,370	15,638	11,497	22,978	20,401	30,020	28,601	28,955
5. Working conditions ..	10,785	6,062	11,298	10,085	17,854	40,206	28,092	14,614
6. Sympathy ..	947	1,045	22	1,062	3,235	1,160	2,600	4,973
7. Other causes ..	1,758	6,875	5,487	4,447	14,068	30,204	48,106	103,473
Total ..	50,283	50,858	47,322	60,587	96,173	143,954	152,830	192,597

* 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.

Causes of Disputes.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1940.
WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	100,069	108,277	72,567	33,439	144,372	32,390	24,115	35,590
(b) Against decrease ..	9,138	35,459	1,621	120	30	7,340	4,472	592
(c) Other wage questions ..	75,183	40,319	73,020	32,068	107,904	116,468	67,550	92,473
2. Hours of Labour—								
(a) For reduction ..	2,774	..	..	340	1,897	34,300	21,636	..
(b) Other disputes ..	15,111	1,748	48,878	9,577	4,442	900	10,752	20,977
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	3,263	2,613	7,509	20,750	2,906	63	1,866
(b) Other union questions ..	32,388	10,774	11,696	9,616	9,569	80,280	52,056	15,533
4. Employment of particular classes or persons ..	191,723	110,166	144,453	266,310	138,428	104,454	81,101	105,166
5. Working conditions ..	73,562	26,223	64,612	119,475	85,746	744,147	108,409	33,709
6. Sympathy ..	24,066	11,174	44	10,209	11,230	4,440	2,600	16,196
7. Other causes ..	5,212	23,083	75,618	8,585	32,743	220,369	86,370	1,195,130
Total ..	623,528	370,386	495,124	497,248	557,111	1337994	459,154	1,507,252

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 1940 was 71, representing 20 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 1940 numbered 80, or 23 per cent. of the total, and over "Working Conditions" 46, or 13 per cent. Disputes classified under these three headings numbered 197, or 56 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, namely:—

(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, 1940.*—The following table shows the industrial disputes in 1940, classified according to results.

Industrial Disputes: Results, 1940.(a)

State or Territory.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
New South Wales	80	204	5	22	27,507	120,633	1,400	23,936	105,925	241,777	3,272	878,875
Victoria	13	4	2	..	6,022	2,549	93	..	39,625	68,124	286	..
Queensland	1	1	1	1	49	2,600	76	302	1,862	122,200	2,432	5,134
South Australia	2	2	1	..	1,950	781	35	..	4,630	4,771	105	..
Western Australia	1	2	1	..	580	2,311	132	..	181	6,810	396	..
Tasmania	1	..	1	..	182	..	46	..	10,374	..	92	..
N. Territory	1	..	1	1	13	..	18	354	65	..	72	1,932
A. C. Territory..	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust ..	99	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941

(a) The following particulars of disputes which were incomplete at 31st December, 1940, should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	Number.	Estab-lishments Involved.	Workpeople Involved.	Working Days Lost.
New South Wales ..	2	2	528	8,312

(iii) *Australia, 1940.*—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 1940, classified according to cause and result of dispute.

Industrial Disputes: Causes and Results, Australia, 1940.

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	8	5	1	2	1,897	785	43	1,517	13,486	3,561	86	8,437
(b) Against decrease	..	1	..	..	..	296	..	..	..	592	..	..
(c) Other Wage questions ..	17	33	1	3	7,188	8,997	396	1,260	60,663	39,154	396	1,260
Hours of Labour—												
(a) For reduction	..	..	..	..	..	..	..	..	..	..	..	..
(b) Other disputes re hours	6	12	1	..	3,675	3,856	76	..	7,585	10,148	3,432	..
Trade Unionism—												
(a) Against employment of non-unionists	1	1	..	..	194	60	..	..	1,746	120	..	..
(b) Other union questions	10	21	..	3	2,046	8,071	..	197	2,585	12,589	..	379
Employment of particular Classes or Persons ..	27	42	8	21	14,402	11,818	1,267	968	52,004	32,857	3,663	9,136
Working conditions ..	16	28	..	2	3,011	11,096	..	507	7,398	22,849	..	3,462
Sympathy ..	2	3	..	2	764	1,999	..	2,210	4,297	5,537	..	6,362
Other Causes ..	12	67	1	10	3,126	81,896	18	18,433	12,898	325,275	72	856,885
Total(a) ..	99	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941

(a) See note to table above.

(iv) *Australia, 1936 to 1940.*—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 1936 to 1940, 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
1936 ..	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110
1937 ..	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,744	37,395
1938 ..	94	229	18	34	24,953	75,100	6,037	36,201	90,375	149,959	45,205	1,022,521
1939 ..	75	302	19	20	22,517	117,145	6,233	6,635	104,192	256,602	43,569	54,701
1940(a) ..	99	213	12	24	36,303	128,874	1,800	25,092	162,662	443,682	6,655	885,941

(a) See note to table on page 102.

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 1940 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 1934 to 1940*—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes: Australia.

Methods of Settlement.	1913.	1934.	1935.	1936.	1937.	1938.	1939.	1940.(a)
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	84	130	174	265	245	277	192
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	2	3	16	9	17	17	12
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	10	7	3	6	3	5	6
By reference to Board or Court ..	22	8	6	6	4	9	2	7
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	3	5	2	2	9	6	25
By Filling Places of Workpeople on Strike or Locked out ..	13	2	8	4	5	..	1	..
By Closing down Establishment permanently ..	1	2	4	..	1	..	2	1
By other methods ..	13	40	18	30	48	92	106	105
Total	208	153	181	235	340	375	416	348

WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	25,469	30,360	44,251	72,430	70,481	80,193	55,084
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	891	283	5,061	2,764	4,845	2,489	3,520
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	4,559	3,867	291	1,804	1,844	4,923	2,766
By reference to Board or Court ..	12,774	1,666	1,445	1,746	428	5,519	429	2,617
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	639	4,335	2,017	339	480	21,289	3,268	35,203
By Filling Places of Workpeople on Strike or Locked out ..	658	138	3,670	141	825	..	20	..
By Closing down Establishment permanently ..	170	444	108	..	86	..	178	13
By other methods ..	2,988	13,092	5,456	8,758	16,773	38,313	61,326	92,866
Total	50,283	50,594	47,188	60,587	95,590	142,291	132,830	192,069

(a) See note to table on page 102.

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1913.	1934.	1935.	1936.	1937.	1938.	1939	1940.(a)
WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives	94,400	182,260	192,903	234,373	396,410	203,175	245,709	152,848
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	20,019	3,211	202,949	18,517	64,220	52,943	21,018
Under State Industrial Act—								
By intervention, assistance or compulsory conference	187,871	58,801	117,762	3,047	48,769	11,796	35,647	8,665
By reference to Board or Court ..	221,769	10,474	16,961	24,503	7,354	326,881	3,366	30,420
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	2,105	46,814	24,601	7,152	4,120	629,075	46,450	1,032,801
By Filling Places of Work-people on Strike or Locked out ..	14,159	138	74,873	2,381	12,571	..	20	..
By Closing down Establishment permanently ..	20,400	4,486	7,546	..	172	..	3,802	377
By other methods ..	56,509	41,322	48,943	22,643	31,162	72,913	71,127	252,811
Total ..	623,328	364,314	486,300	497,248	519,075	1,308,060	459,154	1,498,940

(a) See note to table on page 102.

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 1940 the percentage was 55. 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.

§ 4. Relief of Unemployment.

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

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

The steps taken by the Government to provide relief, and the legislation enacted in the years 1930 to 1940 for that purpose are briefly reviewed in preceding issues of the Labour Report. Mention is made below of the legislation introduced in 1940, 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 Australian 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 1940–41 was as follows:—Unemployment Relief Tax (Management) Act No. 22 of 1940, Unemployment Relief Tax Act No. 23 of 1940, Unemployment Relief Tax (Further Provisions) Act No. 51 of 1940, Unemployment Relief Tax (Taxation Reduction) Act No. 7 of 1941, Taxation (Unemployment Relief and Social Services) Amendment Act No. 9 of 1941.

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. These were superseded on 1st October, 1939, by an Unemployment Relief Tax and a Social Services Tax, the taxes being levied as one tax and proceeds are apportioned, as follows:—

UNEMPLOYMENT RELIEF AND SOCIAL SERVICES TAXES (NEW SOUTH WALES).

- (a) The proceeds of Wages and Special Income Taxes collected between 1st July, 1939, and 30th September, 1939, and arrears collected after 30th September, 1939, are payable to Unemployment Relief Fund.
- (b) Proceeds of Combined Unemployment Relief and Social Services Taxes collections from 1st October, 1939, to 31st October, 1940, were apportioned two-thirds to Unemployment Relief Fund and one-third to Social Services Fund.

Collections since 1st November, 1940, are apportioned five-sevenths to Unemployment Relief Fund and two-sevenths to Social Services Fund.

On income from employment the rates of the combined Unemployment Relief and Social Services Tax payable by employees without dependants, as from 1st April, 1941, are as follows:—

Wages Per Week.		Tax.	Wages Per Week.		Tax
£	s. d.	s. d.	£	s. d.	s. d.
3	0 1 to 3 1 11	0 9	4	0 0 to 4 1 11	1 9
3	2 0 to 3 3 11	0 11	4	2 0 to 4 3 11	1 11
3	4 0 to 3 5 11	1 0	4	4 0 to 4 5 11	2 1
3	6 0 to 3 7 11	1 1	4	6 0 to 4 7 11	2 3
3	8 0 to 3 9 11	1 3	4	8 0 to 4 9 11	2 4
3	10 0 to 3 11 11	1 4	4	10 0 to 4 11 11	2 6
3	12 0 to 3 13 11	1 5	4	12 0 to 4 13 11	2 7
3	14 0 to 3 15 11	1 6	4	14 0 to 4 15 11	2 9
3	16 0 to 3 17 11	1 7	4	16 0 to 4 17 11	2 10
3	18 0 to 3 19 11	1 8	4	18 0 to 4 19 11	3 0

On wages of £5 to £20 per week the tax is 3s. 1d. on £5 to £5 1s. 11d. and 1d. for each additional 2s. or part thereof, except that 2d. is levied on that part of each £ exceeding 2s. but not exceeding 3s. 11d. Where the wages exceed £20 per week the tax is 14s. 3d. on the first £20 of wages and 3d. on each 1s. 8d. over £20. Persons maintaining a dependant (i.e., spouse, child under 16 years of age, invalid child or brother or sister aged 16 years or over, or parent) are exempt if their earnings do not exceed the basic wage for Sydney and other employes if their earnings do not exceed £3 per week. 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 dependant.

Since 1st November, 1940, there has been rebate of tax where necessary to provide that the tax will not reduce the wages of the taxpayer below the taxable limit—Thus weekly wages (single person) of—

£3 os. 1d.—tax according to Scale is 9d. reduced by rebate to 1d.

The rate of tax where no income is derived from wages is as follows (on income derived in 1939-40) :—

Net Assessable Income.	Rate of Tax per £.		
	1st £100.	2nd £100.	Balance.
	d.	d.	d.
Not exceeding £218	3½	10	11
Over £218 but not over £260	5½	10	11
" £260 " " " £312	6¾	10	11
" £312 " " " £1,040	9	10	11
" £1,040.. .. .	9	11	£800 at 11d. Balance at 12d.

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 if without dependant, or £220 if maintaining a dependant are not required to pay the tax. Pension derived by residents with total income not exceeding £200 is exempt; also exempt, in the case of members of the naval, military or air forces enlisted for service in Australia are allowances (e.g., to dependants) received after 31st March, 1941, and, if total income from all sources does not exceed £200, pay as members of the forces after 31st March, 1941. A tax rebate of 26s. is allowed in respect of each dependant of a resident taxpayer.

(iv) *Victoria*.—Legislation passed in 1940 was as follows :—Unemployment Relief Tax (Rates) Act 1940, No. 4772.

The rates of tax are on a sliding scale according to income, commencing at a rate of 1.57d. in the £ for incomes of £105 to £207; 1.97d. from £208 to £312; 2.07d. from £313 to £350; and so on up to a maximum rate of 6.32d. for incomes in excess of £3,000.

(v) *Queensland*.—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 was amended in 1941, increasing the exemption to the basic wage then determined by the Court—£232. The amended rates, which were operative from 31st March, 1941, are as follows :—

Income from Employment.(a)

Annual Rate of Income.	Rate of Tax per £.
Not exceeding £232	d.
Exceeding £232 but not exceeding £248	Nil
" £248	3
" £499	6
" £499	9

(a) The schedule is for the South Eastern (Basic Wage) Division of the State. Other districts have appropriate schedules prescribed.

Income other than from Employment.

Annual Ratable Income.	Rate of Tax per £.
Not exceeding £248	d.
Exceeding £248 but not exceeding £499	3
" £499	6
" £499	9

Persons with an income not exceeding £232 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 1940. 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 further amendments the exemption was lifted to £199 per annum from 1st January, 1938, to £213 per annum from 1st January, 1939, and to £216 per annum from 1st January, 1940. The Financial Emergency Tax was abolished as from 1st July, 1940.

(viii) *Tasmania.*—Legislation passed in 1940 comprised the Public Works Execution Acts, (1) and (2), Nos. 59 and 83 of 1940 ; Federal Aid Roads and Works Execution Acts (1) and (2), Nos. 9 and 50 of 1940.

There is no special taxation for unemployment relief, relief work and sustenance is provided 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 19 to 25) in skilled occupations. The wages of some 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 unemployment or other cause, 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 childbirth) and for children under seven years of age. Clothing and boots are issued twice a year and free medical and dental 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).		
			12th November, 1936, to 1st August, 1939.	From 1st August, 1939, to 17th July, 1941.	From 17th July, 1941.
		£ s. d.	£ s. d.	£ s. d.	£ s. d.
Single Adult	A	1 5 0	0 15 0	0 17 0	1 0 0
Married Couple	B	2 0 0	1 8 0	1 11 0	1 14 0
.. .. . 1 child	B1	2 10 0	1 18 0	2 1 0	2 4 0
.. .. . 2 children	B2	3 0 0	1 19 6(a)	2 3 0(a)	2 6 0(b)
.. .. . 3	B3	3 5 0	2 5 6(a)	2 9 0(a)	2 12 0(b)
.. .. . 4	B4	3 10 0	2 11 6(a)	2 15 0(a)	2 18 0(b)
.. .. . 5	B5	3 15 0	2 17 6(a)	3 1 0(a)	3 4 0(b)
.. .. . 6	B6	4 5 0	3 3 6(a)	3 7 0(a)	3 10 0(b)
.. .. . 7	B7	4 15 0	3 9 6(a)	3 13 0(a)	3 16 0(b)
Each additional Child .. .. .	..	0 10 0	0 6 0(a)	0 6 0(a)	0 6 0(b)

(a) In most cases, recipients of food relief who had two or more children under 14 years, 14½ years from 1st December, 1939, also received Family Endowment at the rate of 10s. per fortnight for each child (except one) under the age of 14 years. (b) Recipients also receive Commonwealth Child Endowment 10s. per fortnight for each child under 16 years (except one in family).

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 majority of relief workers are paid at award rates, and the 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.

(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 21st October, 1940 :—

Family Unit.	Maximum Weekly Permissible Income.	Maximum Weekly Sustenance that may be Granted to—		
		Unemployable applicant 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)
Itinerant unemployed male	s. d. 10 0	s. d.	s. d. 11 0	s. d. 17 6
Approved prospector Individual residing with strangers or relatives other than parents	12 0	.. ..	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	12 0 In accordance with family unit of which he is a member	6 6	11 0	17 6
Two	20 0	0 9	18 6	20 0
Three	25 0	0 9	18 6	20 6
For every additional member of the family unit there shall be added to the sum of 25s., a sum of 2s. 6d. for each such additional member.		And for each unemployed dependant irrespective of age residing with the applicant 5s. per week; Provided in any instance, the total value of sustenance does not exceed £3 17s. 6d. per week.		And for each unemployed dependant residing with the applicant—5s. per week for each male dependant under 21 years of age, and each female dependant irrespective of age; Provided in any instance the total value of sustenance does not exceed £3 17s. 6d. per week.

"Income" includes the full amount of money earned weekly by the applicant and all members of the family residing with him or with whom he is residing and any pension, allowance, bonus, commission, or other benefit and money received from all sources, but does not include money received from charitable organizations or societies, or by way of endowment under the Commonwealth Child Endowment Act No. 8 of 1941.

In no instance must the total amount of the income received by the family and the value of the sustenance granted exceed £4 0s. 6d. in any one week. In assessing the amount of income to decide eligibility to receive sustenance, the following amounts are not taken into account :—

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

- (2) The sum of 7s. 6d. of the total weekly amount paid to members of the family residing with the applicant or with whom he resides by the Commonwealth of Australia by way of an invalid and/or old-age pension; and 20 per cent. of the total gross earnings of the applicant and all members of the family residing with him.

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 40s. 6d. per week and the wage was 12s. 6d. per day of eight hours or 1s. 6½d. an hour, the number of hours to be worked would be computed by dividing 40s. 6d. by 1s. 6½d. 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.

Ninety-one per cent. (91%) 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 9 per cent. comprises employable unemployed males in receipt of sustenance for whom the municipality is unable to provide work, and temporarily unemployable men for whom assistance has been authorized by the Minister. In such cases the weekly rate of sustenance is in accordance with columns 4 and 3 respectively 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 Government's Full-Time Employment Scheme, which replaced the Intermittent Relief Scheme, in operation since 1931, has been developed along approved lines. The principle adopted of selecting the labour required from those persons in receipt of ration relief assistance according to priority was terminated as from 30th April, 1940, as its purposes had been served by the calling up of 13,690 men during its period of operation, thereby exhausting the list of eligibles. Consequently the engagement of all labour through State Labour Exchanges is being conducted in accordance with the general rules governing the engagement of labour at Labour Exchanges irrespective of priority of relief.

As from 23rd September, 1938, ration relief assistance was issued in the form of half cash and half rations instead of wholly in rations as previously. 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
				(a)	
Widows and single girls without dependants	..	..	..	8	0
" " " 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 the basic wage and advancing by 4s. 6d. in respect of each child in the family under 18 years of age above three in number.

As from 6th December, 1940, ration scales increased to 4s. 6d. per week for children under 14 years of age of relief recipients living at home and dependant upon the relief recipient for support. This provides for milk being supplied to these children by special ration ticket to the extent of 1s. per week.

(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	..	..	..	7	6
Man and wife	..	..	..	17	0

For each child in the home, the following is the cost of relief, namely :—

				Per Week,	
				s.	d.
13 years and over	..	..	..	7	6
Over 9 years and under 13	..	..	..	6	3
" 6 " "	"	"	"	5	6
" 3 " "	"	"	"	5	0
" 1 " "	"	"	"	4	3

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, but 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 indicated 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 35s. 2d. per week. If incapable of work, meal tickets are provided and the men are billeted in approved lodging houses.

From 1st August, 1933, employment on relief work has been on a rotary basis. The following is the scale of relief work now provided, and the resultant average earnings per week applicable to the family unit shown, together with the rates of sustenance per week to those not engaged on relief works.

Family Unit (a)	Employment on Relief Works.(b)			Sustenance.
	Periods of Rotation.	Periods of full-time work* included in "A."	Average earnings per week over period "A" of earnings during period "B."(c)	Rate per week (applicable only to those not engaged on Relief Works).(c)
	weeks.	weeks.	£ s. d.	s. d.
Married couple	8	6	3 6 11	14 0
" " with 1 child	9	7	3 9 5	21 0
" " " 2 children	8	7	3 18 1	28 0
" " " 3 " "	full-time	full-time	4 9 3	35 0
" " " 4 " "	"	"	4 9 3	42 0
" " " 5 or more children	"	"	4 9 3	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 35s. 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".

(c) Figures for the south-west Land Division and exclude camp allowances, holiday pay, and margins over the basic wage

(vi) *Tasmania*.—The following scale of sustenance rates has been in operation since 26th August, 1940 :—

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 9	8½	s. d. 15 6	s. d. 10 9	8½	s. d. 15 3
Married couple	20 6	16	29 0	20 3	16	28 9
" " with 1 child	24 3	19	34 6	24 0	19	34 0
" " " 2 children	28 0	22	40 0	27 9	22	39 6
" " " 3 " "	31 9	25	45 6	31 6	24½	44 6
" " " 4 " "	33 0	26½	47 9	32 9	25½	46 3
" " " 5 " "	36 6	28½	52 3	36 0	28½	51 6
" " " 6 " "	40 0	31½	57 9	39 6	31½	56 6
" " " 7 " "	43 6	34½	62 3	43 0	34	61 0
" " " 8 " "	47 0	35½	64 0	46 6	35	62 9

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

NOTE.—Whether work for sustenance is performed or not payment is made in cash.

Arrangements are made with Municipal Councils whereby men in receipt of sustenance perform a certain number of hours' work each week. 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	4	34 0
Man and wife	12	4	80 0
Man, wife and one child ..	17	11	80 0
„ „ 2 or 3 children ..	22	6	104 0
„ „ 4 or 5 „ ..	26	6	126 0
„ „ 6 children ..	27	7	149 0
„ „ 7 „ ..	30	5	195 0
„ „ 8 „ ..	31	6	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 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 practically to 30th June, 1940. 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. 9d. per day.

A sustenance allowance of 8s. 6d. per week is allowed in Darwin. This rate varies in country districts with the price of bread.

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 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 per week Operative in the various States and Territories.

I. Sustenance Rates (for work).*

(EXCLUSIVE OF CHILD ENDOWMENT.)

State or Territory.	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(a) ..	22 0	44 0	44 0	44 0	44 0
Victoria ..	17 6(b)	30 6	35 6(c)	40 6(c)	45 6(c)
Queensland(d) ..	..	..	..	..	..
South Australia(e) ..	..	..	..	..	..
Western Australia(f) ..	35 2	66 11	69 5	78 1	89 3(g)
Tasmania ..	15 6	29 0	34 6	40 0	45 6
Northern Territory(h) ..	..	..	..	..	..
Australian Capital Territory(j)	..	..	..	..	..

* Worked on various rotational bases.

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

(a) Basic rates only. Award rates paid.

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

(c) 5s. for each unemployed male dependant under 21 years, or each unemployed female dependant irrespective of age residing with applicant provided value of sustenance does not exceed 77s. 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 scheme (see p. 112)).

(e) See note (c) Table II.

(f) South-west Division, and exclusive of camp allowances, holiday pay, and margins over basic wage.

(g) Full-time work provided.

(h) Rationed work at award rates, but no cases at present.

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

II. Sustenance Rates (without work).

(EXCLUSIVE OF CHILD ENDOWMENT.)

State or Territory.	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 ..	10 0	17 0	22 0	23 0	26 0
Victoria ..	11 0(a)	18 6	22 6(b)	26 6(b)	30 6(b)
Queensland ..	8 0	17 0	21 6	25 3	29 0
South Australia (c) ..	7 6	17 0	22 10(d)	28 8(d)	34 6(d)
Western Australia ..	(e)	14 0	21 0	28 0	35 0
Tasmania ..	10 9	20 6	24 3	28 0	31 9
Northern Territory ..	8 6(f)	17 0(f)	..	..	..
Australian Capital Territory	7 4	12 4	17 11	22 6	22 6

* 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 sustenance does not exceed 50s. 6d. Unemployables for whom sustenance 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 4s. 3d. to 7s. 6d. according to age, but average has been taken at 5s. 5d. 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 were subject to £1 for £1 contribution in respect of part thereof, and the grants for forestry were 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 :—

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

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

	£
New South Wales	39,400
Victoria	27,400
Queensland	14,450
South Australia	8,700
Western Australia	6,650
Tasmania	3,400
	<u>100,000</u>

This measure provided that the grant would be devoted to the payment of interest and sinking fund on approved loans raised by public authorities (preferably outside metropolitan areas) and the assistance was conditional upon grants of equal value for the same purpose by State Governments. The primary object of the grant was 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.

In November, 1939, the Commonwealth made available £2,000,000 from the Loan Appropriation for defence works with the primary object of relieving unemployment throughout the States. The works selected were those affording the greatest scope for the employment of unskilled labour, and the allocation, having regard to the population and the unemployment existing in the various States, was as follows:—

	£
New South Wales	850,000
Victoria	470,000
Queensland	280,000
South Australia	175,000
Western Australia	125,000
Tasmania	60,000
For future allocation	40,000
	2,000,000

(ii) *New South Wales.*—The receipts and expenditure in connexion with the relief of unemployment in New South Wales are not available apart from totals which include other forms of charitable relief and social services, but the following amounts are shown in the various Treasurer's Statements as having been spent on 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(a) ..	1,419,836
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.

The Unemployment Relief Fund, instituted in New South Wales in July, 1930, was abolished as from 1st July, 1932, and the proceeds of the Wages and Special Income Taxes were paid into Consolidated Revenue Fund until 1st July, 1939. Then a new Unemployment Relief Fund was created to receive the proceeds of the Wages and Special Income Taxes collected between 1st July and 30th September, 1939, and arrears collected thereafter, together with two-thirds, or since 1st November, 1940, five-sevenths of the proceeds of the combined Unemployment Relief Tax and Social Services Tax.

The receipts and expenditure of the Unemployment Relief Fund in 1940-41 are shown below—

Receipts—

Unemployment Relief Tax, £6,316,236; Miscellaneous Receipts, £25,600; Total, £6,341,836.

<i>Payments—</i>	£
Works, Grants, &c., for relief of unemployment ..	2,200,585
Food Relief	1,370,700
Clothing, Medical and Dental Services for Unemployed	119,164
Christmas Grant to Food Relief Recipients and Relief	
Workers	26,413
Training of apprentices and unskilled workers ..	78,568
Subsidies to Municipal and Shire Councils and other	
bodies to finance works	141,632
Remission of Capital Debt Charges <i>re</i> Unemployment	
Relief Works	604,569
Recoup to Consolidated Revenue Fund <i>re</i> loans for relief	
of unemployment—	
Interest	939,837
Sinking Fund	98,884
Direct and other Administrative Charges	195,972
Miscellaneous	33,230
Total	5,809,554

(iii) *Victoria.*—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1931–32 to 1940–41 :—

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 ..	1,913,898	..	2,054,641	
1939–40 ..	2,041,130	..	1,885,223	
1940–41 ..	1,637,956	..	1,235,151	

(iv) *Queensland.*—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1931–32 to 1937–38 and for the first six months of 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 ..	2,806,961	..	2,664,314	
1938–39 (first six months)	1,118,603	..	1,109,347	

The State Development Tax Act came into operation as from 1st January, 1939, and the Unemployment Relief Fund was closed on 31st December, 1938. Receipts from the State Development Tax which are paid into Consolidated Revenue are shown below together with expenditure :—

Year.	Receipts. £	Expenditure. £
1938-39 (last six months)	1,332,751	1,123,448
1939-40 ..	2,255,197	2,030,847
1940-41 ..	2,369,883	2,038,324

Quite apart from the foregoing, the Queensland Unemployment Insurance Fund, which is maintained by the joint contributions from employers, workers, and Government, provides moneys for the sustenance of those unemployed workers who were contributors to the Fund. In 1940-41 the expenditure from the Fund was £504,158, of which £471,708 was absorbed in 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; 1938-39, £304,082; 1939-40, £336,453; and 1940-41, £127,062.

(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
1939-40 ..	39,684	13,896	1,282,259
1940-41 ..	19,990	6,225	978,299

(vii) *Tasmania*.—The amounts expended from Revenue during the last nine 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
1939-40	..	..	..	..	137,402
1940-41	..	..	..	..	80,726

The amount of £80,726 for 1940-41 includes £19,825 for relief work in lieu, and £5,622 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 six financial years was as follows:—1934-35, £2,405; 1935-36, £1,869; 1936-37, £848; 1937-38, £1,464; 1938-39, £1,123; 1939-40, £1,653; and 1940-41, £1,717. 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; in 1938-39, £4,658; in 1939-40, £2,780; and in 1940-41, £2,857.

(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 ten years, 1930-31 to 1939-40. 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 approximately £17,533,000 in 1940-41.

4. **Number 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 number (exclusive of dependants) in receipt of or working for sustenance or working "part-time" on relief works in the various States at 30th June, 1941:—

New South Wales	..	..	..	23,869(a)
Victoria	..	..	..	4,327
Queensland	..	..	..	10,113
South Australia	..	..	..	893
Western Australia	..	..	..	2,890(b)
Tasmania	..	..	..	119
Northern Territory	..	..	..	..
Australian Capital Territory	..	..	..	128
Total	..	..	..	42,339

(a) Includes a large number of persons in receipt of food relief who are not available for employment owing to old-age, sickness or, in the case of women, domestic responsibilities. (b) Includes 165 men "standing down" and 1,257 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 number engaged from a "relief" point of view.

5. **Youth Employment.**—A plan of co-operation of the Commonwealth and States to deal with the problem of unemployed youths was initiated by the Commonwealth at a conference of representatives of the Governments concerned held in Melbourne on 5th February, 1937. The immediate concern of the Conference was the large number of young men who through no fault of their own found themselves unemployed as the result mainly of failure to obtain a vocational training during the depression years. The Conference further considered that the many thousands of young men of the same ages who, for similar reasons, had been forced to accept "dead-end" jobs should also be regarded as coming within the ambit of the problem of youth employment arising more directly out of the depression.

It was recognized at this and subsequent Conferences that the Commonwealth itself had no machinery for dealing directly with the actual task of training and placing these young men in suitable employment openings, but that the Commonwealth could facilitate the work of the States in coping with the problem by financial assistance.

The Commonwealth agreed to make the sum of £200,000 available for distribution among the States for 1937-38, to be allocated proportionally to population, with a slight variation allowed for the degree of unemployment among youths in the various States, and to recommend, if necessary, the provision of a similar amount for the year 1938-39. It was left to each State to determine what amount from its own resources it would add to the Commonwealth grant to cover the working costs of its own scheme. It was further agreed that each State should develop a scheme suited to its own conditions and which would form an integral part of whatever policy it was following in providing technical and other training for youths and in

dealing with unemployment as a whole. In other words, while the general plan to be followed would represent a joint and simultaneous attack by the Commonwealth and States upon the problem of the aftermath of depression for youths and young men directly affected, the actual operation of the plan was to be left to the States and to be as flexible as differing conditions in the States really demanded. The schemes submitted by the States were all approved by the Commonwealth. While differing in detail, the principal features of the schemes in operation cover :—

- (a) The supplementing of wages pending complete efficiency of the trainees.
- (b) Training for technical trades and commercial pursuits.
- (c) Training for agricultural, forestry and mining pursuits.
- (d) Additions to buildings and purchase of plant and equipment where necessary.

Owing to the amount of work involved in making the requisite surveys and completing arrangements for training, the schemes did not come into full operation as early as had been anticipated, and the first £200,000 voted by the Commonwealth Parliament under the States Grants (Youth Employment) Act, No. 37 of 1937, was not fully expended in 1937-38. The amount of £200,000 was distributed as follows :—

	£
New South Wales	79,000
Victoria	55,000
Queensland	25,000
South Australia	19,000
Western Australia	14,000
Tasmania	8,000
	200,000

The second Commonwealth contribution of £200,000 provided for by the States Grants (Youth Employment) Act, No. 10 of 1939 was allocated amongst the States in the same proportions as the first grant and was a necessary part of the total fund estimated to be required to bring the schemes to completion.

On 19th and 20th July, 1939, a Conference of Ministers and officials from the Commonwealth and States was held in Melbourne to consider the wider problem of unemployment and "dead-end" employment among youths and young men. The Conference was convened by the Commonwealth Government at the instance of the New South Wales Government, following deliberations in the Commonwealth Parliament and the several State Parliaments upon the existing difficulties and future employment prospects for this section of the community. Among other matters, the Conference recommended the establishment in each State of a research organization, with at least one research officer appointed by the State on a full time basis, to attack the problem of employment and unemployment; that the Commonwealth appoint qualified research investigators primarily responsible to the Commonwealth Bureau of Census and Statistics to act in close co-operation with employment research organizations in the States; and that the Conference should constitute itself a continuing body to be convened by the Commonwealth. Subsequently these research bodies and research officers were set up in the States and the Research Section of the

Commonwealth Bureau of Census and Statistics constituted the research body for the Commonwealth. On 4th to 6th December, 1939, a Conference of representatives of the research bodies was held in Canberra and a programme of uniform research activities adopted, attention being directed to both the immediate and after-effects of the war upon vocational training and employment opportunities for youths and young men. This joint research by all States and the Commonwealth is now proceeding. It is being co-ordinated by the Department of Labour and National Service.

Since early in 1940, the training schemes have largely been merged in the special organization established by the Commonwealth Government to provide skilled workers for the Armed Forces and Munitions work. By this time most of the funds made available had been expended and activity during 1940 was largely confined to completing the training of those youths who were already undergoing instruction. The following figures show the total expenditure by the Commonwealth and State Governments up to the middle or end of 1940.

Expenditure on Training Scheme.

State.	Date.	Commonwealth Grant.	Expenditure from Commonwealth Grant.	Expenditure of State Funds.
		£	£	£
New South Wales ..	30.6.40	158,000	157,494	370,098
Victoria ..	31.12.40	110,000	95,693	95,693
Queensland ..	30.6.40	50,000	50,000	23,496
South Australia ..	31.12.40	38,000	38,000	36,478
Western Australia ..	30.6.40	28,000	25,976	(a)
Tasmania ..	30.6.40	16,000	14,497	25,478

(a) Not available.

The complete results of the scheme are not yet available but the following details provide an indication of the position in some of the States:—

Number of Youths Trained at 31st December, 1940.

—	Started Training.	Completed Training.	Partly Trained.	In Training.
New South Wales ..	3,319	3,277	..	..
Victoria ..	998	416	347 (a)	235
Queensland ..	808	578	..	23
South Australia ..	524	438	..	..

(a) Includes 161 enlisted in Defence Forces and 124 resigned to enter employment.

It seems probable that about 5,000 youths received the full benefit of the training offered. The subsequent experience of most of the trainees has emphasized the moral and material benefits of training and the contribution of the scheme, not only to the individuals concerned, but to the supply of skilled labour available for war industries.

§ 5. State Labour Exchanges.

1. General.—There is considerable diversity in the scope of the several State Labour Exchanges, as well as in the methods adopted for registration of applicants for employment. Details were given in Labour Report No. 30, page 133, concerning the organization and administration of these Exchanges, in the several States.

2. **Registered Unemployed at State Labour Exchanges.**—The work of the State Labour Exchanges 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 Exchanges, 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 in most cases that registration at the Exchanges was essential before relief work or sustenance could be obtained, and resulted in increased registrations for employment.

The following table shows the number of persons registered for employment at the various State Labour Exchanges in the various States and Australia for the years 1939-40 and 1940-41. The figures in this table, however, should not be used to compare total unemployment as between one State and another. There is reason to believe that the proportion of registered to total unemployed differs considerably from State to State. The proportion of the total unemployed who register is known to be much higher in Queensland than in other States, since registration is a condition precedent to the claiming of benefit under the Queensland Unemployment Insurance Scheme which covers all employment to which State awards apply, certain employment not covered by State awards, and certain employment covered by Commonwealth awards.

Persons Registered for Employment at State Labour Exchanges.

Period.	New South Wales. (a)	Victoria. (b)	Queensland. (c)	South Australia. (d)	Western Australia.		Tasmania. (e)	Australia.
					Labour Exchange (e)	Department of Employment. (f)		
1939-40 ..	48,915	19,857	27,582	6,919	1,096	4,398	1,231	109,998
1940-41 ..	27,631	8,084	22,557	3,980	662	2,835	554	66,503
1940—								
July ..	38,876	11,940	20,603	6,521	839	4,066	737	84,582
August ..	35,681	11,685	19,057	6,797	660	3,811	718	78,409
September ..	34,273	10,638	18,178	5,028	724	3,519	570	72,930
October ..	29,792	9,320	18,126	4,360	724	3,074	604	67,000
November ..	29,469	8,618	22,026	4,413	642	2,994	584	68,656
December ..	28,741	7,950	28,384	3,707	473	2,905	570	72,730
1941—								
January ..	28,583	7,660	32,509	4,603	651	2,711	470	77,137
February ..	25,987	6,253	29,295	2,978	653	2,464	448	68,078
March ..	22,866	6,045	25,844	2,719	597	2,385	393	60,749
April ..	20,408	5,986	21,780	2,670	556	2,340	501	54,241
May ..	18,697	5,560	18,344	2,220	693	2,047	340	48,101
June ..	17,193	4,350	16,544	1,745	732	1,797	607	42,968

(a) Adult males. Includes those engaged on part-time Relief Work. (b) Males. Includes those working for Sustenance, and those temporarily employed on relief works. (c) Persons. (d) Males. Includes those engaged on part-time Relief Work. (e) Adult males, females, and a certain proportion of the State's registered unemployed youth. Re-registrations and new registrations during the month. These figures relate to persons registered for placement in private employment only. (f) Males. These figures relate to rationed and part-time relief workers engaged through the Department of Employment and unemployed men in receipt of sustenance.

§ 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 1936 to 1940:—

Industrial Accidents, 1936 to 1940.

Particulars	N.S.W.	Vic.	Q'land.	S.A.	W.A. (b)	Tas.	Total.	
No. of Fatal Accidents	1936 ..	46	22	17	7	49	7	148
	1937 ..	64	38	24	4	51	8	189
	1938 ..	54	26	17	12	34	3	146
	1939 ..	53	26	20	14	43	5	161
	1940 ..	61	17	12	16	30	2	138
No. of Accidents Incapacitating for over 14 days	1936 ..	4 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
	1939 ..	" 9,794	976	684	178	1,662	106	13,400
	1940 ..	" 10,675	1,395	667	291	1,740	159	14,947

(a) See remarks below.

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

Compared with 1939 the numbers of deaths from industrial accidents in 1940 increased in New South Wales and South Australia but decreased in all the other States. The number of non-fatal accidents increased in all States.

The large number of accidents recorded in New South Wales during recent years was due to an amendment of the Act which provides that all accidents which prevent 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 1940.

Industrial Accidents: Number in Industrial Groups, Australia, 1940.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc. ..	5	615
II. Engineering, etc. ..	(a) 11	(a) 4,874
III. Food, Drink, etc. ..	4	1,303
IV. Clothing, Hats, etc. ..	1	783
V. Books, Printing, etc. ..	..	521
VI. Other Manufacturing ..	9	3,492
VII. Building and Scaffolding ..	2	10
VIII. Mining ..	93	2,945
IX. Lifts ..	3	10
X. Miscellaneous ..	10	394
Total ..	138	14,947

(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) See 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. (33 per cent.). It should be pointed out, however, that the figures for 1938 and later years 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.

Two fatal accidents occurred in connexion with building and scaffolding and three deaths resulted from lift accidents. Thirty fatal, and 11,588 non-fatal accidents were reported in the manufacturing industries, 4,885 of the total occurring 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 1940.

Mining Accidents: Classification according to Causes, 1940.(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	..	..	..	3	1	5
" " Falls of Ground	8	..	2	..	9	..	19
" " Falling down shafts, etc.	3	1	2	2	4	..	12
Other Accidents	2	..	1	..	3	..	6
2. Above Ground—							
Accidents caused by machinery in motion .. ..	..	..	2	1	2	..	5
Other Accidents	2	..	..	..	2	1	5
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
	..	..	1	3	1	..	5
4. Quarries, Brick and Clay Pits, etc.							
	..	6	..	4	..	..	10
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.) .. ..	..	..	1	..	..	..	1
Accidents caused by Falls of Earth	9	..	1	..	2	..	12
Other Accidents	8	..	..	..	1	..	9
2. Above Ground—							
Accidents caused by machinery in motion	1	..	..	..	..	..	1
Other Accidents	2	..	1	..	..	..	3
Total	36	7	11	10	27	2	93

(a) The figures relating to mining accidents do not in all cases correspond with those published by the State 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 ..	6	..	1	..	11	..	18
" " Falls of Ground	4	3	11	1	74	7	100
" " Falling down shafts, etc.	..	2	2	..	30	3	37
Other Accidents ..	650	..	54	..	788	68	1,560
2. Above Ground—							
Accidents caused by machinery in motion ..	2	..	36	15	38	1	92
Other Accidents ..	161	1	8	80	107	29	446
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.(b) ..							
..	..	..	47	119	25	16	207
4. Quarries, Brick and Clay Pits, etc. ..							
..	..	11	..	16	24	..	51
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	..	..	1	..	..	..	1
Accidents caused by Explosives (Dynamite, etc.)	10	..	..	..	..	..	10
Accidents caused by Falls of Earth	24	2	39	..	39	..	104
Other Accidents ..	17	4	73	..	174	2	270
2. Above Ground—							
Accidents caused by machinery in motion ..	..	..	..	..	2	..	2
Other Accidents ..	9	1	12	..	25	..	47
Total ..	883	24	284	231	1,307	126	2,945

(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.

Sixty-four fatal mining accidents occurred below ground in Australia during the year, as compared with 29 above ground. Fatal accidents in metalliferous mines in 1940 numbered 57, as against 26 in coalmines and 10 in quarries and brick and clay pits. The number of non-fatal mining accidents below ground was 2,100 and above ground 794. Fifty-one non-fatal accidents occurred in quarries and brick and clay pits.

CHAPTER V.—ASSOCIATIONS.

§ 1. Labour Organizations.

1. General.—In Labour Report No. 2 an outline was given of the method adopted to ascertain the number of members of labour organizations in Australia, and tabulated results up to the end of 1912 were included. From the beginning of 1913 quarterly returns were obtained from a considerable number of trade unions, both as to membership and unemployment, and these were supplemented at the end of each year by special inquiries as to the membership of those unions which, owing to the nature of the callings and industries covered, were unable to furnish quarterly unemployment returns. The following pages show the general situation in regard to the trades union movement in Australia at present, and its development since 1936. 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 1936 to 1940. Particulars for the years 1912 to 1935 will be found in preceding issues of the Labour Report.