

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

1. **General.**—The collection of information regarding industrial disputes (strikes and lock-outs) 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.

2. **Collection of Information.**—Information as to the occurrence of an industrial dispute is derived from a number of sources, of which the following are the most important:— (a) Newspapers, trade and labour journals, and other publications; (b) reports by labour agents and correspondents; (c) official notifications from heads of various Commonwealth and State Departments, and (d) quarterly reports by secretaries of trade unions.

On receipt of information regarding the existence of an industrial dispute involving stoppage of work, forms* are despatched to the several parties concerned, viz., secretaries of trade unions, employers' organizations, and individual employers. The first portions of these forms must be returned immediately, and they provide for information as to (a) locality in which the dispute exists; (b) its cause or object; (c) date of commencement; and (d) number of persons involved directly and indirectly. The second portions of the forms, which must be returned as soon as the dispute is terminated, provide for (a) date of termination; (b) conditions or terms on which work was resumed; (c) method by which settlement was effected; (d) estimated loss in wages; and (e) number of workpeople affected, etc., if the terms of the settlement involved a change in rates of wage or hours of labour.

3. **Methods of Tabulation.**—Where the information furnished by one party to the dispute substantially agrees with that furnished by the other, the facts are considered to be accurate, and the particulars are accepted for tabulation. In all cases where discrepancies or inconsistent accounts are received, special inquiries are instituted, generally through the labour agents and correspondents. The whole of the available information is then tabulated, and while the summarized results do not necessarily agree with the testimony of a single individual, they harmonize with the evidence of the majority or of those whose returns appear to be most reliable. Disputes involving less than ten work people, or which lasted for less than one day, except where the aggregate number of working days lost exceeded ten days, are, however, excluded. The information received is tabulated under four headings:— (a) Number of establishments involved; (b) number of workpeople involved (i.) directly and (ii.) indirectly; (c) number of working days lost; and (d) estimated loss in wages.

* As these forms have been prescribed under the *Census and Statistics Act 1905*, it is compulsory for prescribed persons to furnish the information required.

4. **Definitions of Terms.**—Industrial disputes involving stoppage of work may be classified under three headings, viz., (a) strikes, (b) lock-outs; or (c) sympathetic strikes, and the following definitions* have been adopted:—

- (a) A strike is defined as a concerted withdrawal from work by some or all of the employees of an establishment or of several establishments, with a view to enforcing a demand on the part of the employees, or of resisting some demand made by their employers.
- (b) A lock-out is a refusal by an employer or several employers to permit some or all of their employees to continue at work, such refusal being made to enforce a demand by the employers, or to resist some demand by their employees.
- (c) A sympathetic strike is one in which the employees of an establishment or of several establishments make no demand for their own benefit, but leave work in order to assist employees of some other establishment or establishments on strike or locked out, for the purpose of enforcing or resisting a demand.

In view of the difficulty which may occur in distinguishing clearly whether a stoppage of work constitutes a strike or a lock-out, for the purposes of these investigations all stoppages coming within the definitions adopted are grouped under the generic term "industrial dispute."

"Establishment" means the place of work or business carried on by a person, firm, company, or Government Department. Shops, factories, places of business, or construction or repairing works of different employers in the same locality, or of the same employer in different localities, are considered as separate establishments.

"Workpeople directly involved in dispute"† includes only those workpeople who actually joined in the demand and who, on refusal of such demand, ceased work. In the case of a lock-out, the term is used to include the number of workpeople whom the employer refused to allow to work unless they complied with his demand.

"Workpeople indirectly involved in dispute" refers only to those employees who were involuntarily thrown out of work as the result of an industrial dispute caused by certain other employees going on strike, or through an employer or employers locking out certain other employees whose absence rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. When one section of employees is engaged in an industrial dispute, such dispute frequently causes loss of time to other employees in occupations dependent upon those followed by the workpeople actually on strike or locked out.

* It must be observed, however, that certain stoppages of work do not come within these definitions: such as those where the relationship of employer and employee does not exist, e.g., rabbit trappers who refused to supply rabbits to freezing companies because the companies declined to pay an advanced price, and labourers refusing to commence work at the rate of wage offered. It has been held judicially that a refusal to commence or to continue work does not constitute a strike, unless such refusal is a breach of an existing contract of employment. Again, stoppages of work for the purpose of holding meetings are not designated industrial disputes, seeing that the stoppages are not necessarily for the purpose of enforcing or resisting demands. The majority of these meetings are held during working hours to ensure a full attendance, and are generally called to discuss some question with a view to action thereon.

† The same persons may be involved in two or more disputes in a single year, in which case there would be some duplication. This remark also applies to those workpeople involuntarily thrown out of work.

"Working days lost" refers to time lost in consequence of the dispute, and the figure therefor is obtained by multiplying the number of workpeople directly and indirectly involved by the number of days during which the dispute was in existence.

In computing the duration of a dispute in working days, Sundays (except where continuous processes are carried on) and holidays are excluded. It is generally considered that had a dispute not occurred, the employment would have been constant, and allowance is not made for short time work due to slackness of trade, etc. This, of course, is not precisely correct, but in the absence of a complete investigation as to the amount of unemployment due to seasonal trades, or intermittency in trade activity, no definite allowance can be made.

"Estimated Loss in Wages" is computed, and represents the amount in wages which would have been earned by the workpeople involved had a stoppage not taken place. The element of unemployment also enters into this phase of the statistics. Further, in some industrial work (*e.g.*, shearing and sugar-cane cutting) the quantity of work available is definite, and the amount to be earned in wages in executing the work is not reduced because it has not been commenced and finished within a reasonable period.

In all quarterly tabulations, which, however, are published only in the "Quarterly Summary of Australian Statistics," particulars of disputes which commenced within the quarterly period (so far as they relate to the number of working days and wages lost) are separated from those respecting disputes which had commenced in a previous quarter but which had not been settled within that period.

In annual* tabulations, particulars are included of all disputes which commenced or were current during the year under review. As regards "number of disputes," and "number of establishments involved," therefore, duplication will take place in respect of those disputes which started in, and were uncompleted at the end of, a preceding year; the number involved is, however, indicated in a footnote.

5. **Other Particulars.**—The information obtained from the before-mentioned tabulations forms the basis for further analysis, and data are thus afforded with respect to the following:—(a) The duration of disputes; (b) the causes of disputes; (c) the results of disputes; and (d) the methods by which settlements of disputes were effected.

6 **Industrial Disputes in Industrial Groups, 1925.**—The following table gives particulars of industrial disputes involving stoppage of work during the year 1925, in industrial groups. A list of the 14 groups included in the classification will be found in the preface. Similar information for the years 1913 to 1924 was published in Labour Reports Nos. 5 to 15.

* For years prior to 1922, however, the figures include complete particulars of industrial disputes which commenced during any calendar year; and where any such dispute extended into a subsequent year, the relative figures were also incorporated in those for the year in which the dispute commenced.

Industrial Disputes in Industrial Groups, 1925.*

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	In-Directly.	Total.		
New South Wales—								
II.	Engineering, metal works, etc.	13	13	1,064	306	2,270	21,282	17,173
III.	Food, drink, etc., manufacturing and distribution ..	3	10	247	12	259	381	361
IV.	Clothing, Hats, Boots, etc. ..	1	1	25	..	25	38	25
VI.	Other manufacturing ..	3	3	1,228	43	1,271	12,292	6,711
VII.	Building ..	2	2	203	..	203	680	480
VIII.	Mines, quarries, etc. ..	384	384	117,527	14,958	132,485	662,428	673,018
IX.	Railway and tramway services	3	3	134	500	634	1,227	1,081
XI.	Shipping, wharf labour, etc. ..	7	20	1,097	880	1,983	43,835	31,649
XII.	Pastoral, agricultural, etc. ..	4	4	56	29	85	245	388
XIV.	Miscellaneous ..	10	18	811	203	1,014	7,482	5,716
	Total	430*	468	123,292	16,937	140,229	649,840	736,601
Victoria—								
II.	Engineering, metal works, etc.	3	3	295	1,668	1,963	61,738	72,963
III.	Food, drink, etc. ..	3	9	620	..	620	4,920	2,505
IV.	Clothing, Hats, Boots, etc. ..	1	1	29	7	36	180	231
VI.	Other manufacturing ..	1	3	204	..	204	3,108	2,214
VII.	Building ..	3	121	536	280	796	21,806	23,602
VIII.	Mines, quarries, etc. ..	2	2	1,630	..	1,630	1,556	2,196
XI.	Shipping, wharf labour, etc. ..	2	15	785	693	1,478	28,914	20,240
XIII.	Domestic, Hotels, etc. ..	1	1	84	..	84	252	88
XIV.	Miscellaneous ..	3	3	1,045	544	1,589	8,063	6,780
	Total	19	158	5,428	3,172	8,600	131,737	130,817
Queensland—								
II.	Engineering, metal works, etc.	3	3	63	..	63	650	626
III.	Food, drink, etc. ..	3	3	563	650	1,143	21,044	10,885
VII.	Building ..	4	4	166	14	180	1,583	1,348
VIII.	Mines, quarries, etc. ..	3	3	251	7	258	8,616	6,832
IX.	Railway and tramway services	2	2	17,557	..	17,557	122,004	123,972
XI.	Shipping, wharf labour, etc. ..	7	49	1,832	239	2,071	65,029	10,316
	Total	22	64	20,432	940	21,272	219,826	164,480
South Australia—								
II.	Engineering, metal works, etc.	1	1	13	6	19	808	650
III.	Food, drink, etc. ..	1	1	355	..	355	2,485	1,000
VII.	Building ..	3	3	109	50	219	5,268	3,314
VIII.	Mines, quarries, etc. ..	1	1	198	..	198	392	301
XI.	Shipping, wharf labour, etc. ..	3	16	340	225	665	10,352	6,958
XIV.	Miscellaneous ..	2	2	45	..	45	73	17
	Total	11	24	1,118	281	1,399	19,403	12,240

* The following disputes commenced in, and were uncompleted at the end of, the year 1924, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1925, viz.:—

State.	No. of Disputes.	No. of Establishments.	No. of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales	4	4	587	..	587
Total	4	4	587	..	587

Industrial Disputes in Industrial Groups, 1925—continued.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
Western Australia—								
I.	Wood, sawmill, timber, etc.	1	1	70	..	70	516	420
VI.	Other manufacturing ..	1	1	32	..	32	192	160
VII.	Building ..	1	8	137	..	237	8,058	6,598
VIII.	Mines, quarries, etc. ..	1	2	80	100	640	3,340	4,808
IX.	Railway and tramway services ..	1	1	195	..	195	2,145	2,000
XI.	Shipping, wharf labour, etc. ..	3	16	304	148	452	14,110	11,275
XIII.	Domestic, hotels, etc. ..	1	150	2,500	..	2,500	76,000	31,250
XIV.	Miscellaneous ..	1	1	3	6	9	81	47
	Total ..	10	180	3,221	814	4,135	98,941	56,358
Tasmania—								
III.	Food, drink, etc. ..	1	1	90	..	90	90	270
XI.	Shipping, wharf labourers, etc. ..	2	15	79	70	149	2,899	2,030
	Total ..	3	16	169	70	239	2,989	2,300
Northern Territory—								
VII.	Building ..	1	1	16	..	16	30	30
	Total ..	1	1	16	..	16	30	30
Federal Capital Territory—								
VII.	Building ..	1	2	231	..	231	231	292
XIV.	Miscellaneous ..	2	3	592	33	625	5,504	4,417
	Total ..	3	5	823	33	856	5,736	4,709
All States—								
I.	Wood, sawmill, timber, etc. ..	1	1	70	..	70	515	420
II.	Engineering, metal works, etc. ..	20	20	2,335	1,080	4,315	84,563	91,312
III.	Food, drink, etc., manufacturing and distribution ..	11	24	1,875	592	2,467	28,920	23,821
IV.	Clothing, hats, boots, etc. ..	2	2	54	7	61	218	256
VI.	Other manufacturing ..	5	7	1,464	43	1,507	15,592	9,085
VII.	Building ..	15	141	1,458	424	1,882	37,615	35,674
VIII.	Mines, quarries, etc. ..	391	392	119,884	15,525	135,409	577,132	682,755
IX.	Railway and tramway services ..	6	6	17,886	500	18,386	126,276	127,053
XI.	Shipping, wharf labour, etc. ..	24	131	4,437	2,261	6,698	165,139	82,468
XII.	Pastoral, agricultural, etc. ..	4	4	56	29	85	245	388
XIII.	Domestic, hotels, etc. ..	2	151	2,584	..	2,584	70,252	31,336
XIV.	Miscellaneous ..	18	27	2,496	786	3,282	22,103	16,976
	Total Australia (a) ..	499	906	154,590	22,147	176,737	1,128,570	1,107,544

(a) See note to table on page 90.

7. Particulars of Principal Disputes in 1925.—(i.) *General*.—The preceding tables show the number and effect of all disputes for the year 1925, classified according to Industrial Groups. Details regarding the more important disputes which occurred during the year are given hereunder. Similar particulars for earlier years were published in previous issues of this Report.

(ii.) *New South Wales*.—The figures given in the tables show that of the total number of disputes (499) which occurred in 1925 no less than 391 occurred in connexion with the mining industry, and of these 384 occurred in New South Wales. The total loss in wages through all disputes in Australia was £1,107,544. The loss through disputes in the coal-mining industry in New South Wales was £673,018, or more than half the total loss in wages for Australia.

The following are some of the principal disputes which occurred in the coal-mining industry in this State—Aberdare Central (objection to a certain employee), Abermain No. 2 (improvement in working conditions), Pelaw Main (non-employment of four wheelers on a certain day), Richmond Main (sympathy with employees at Pelaw Main), Ayrfield (dispute as to kind of

explosives supplied), South Bulli (ceased work because of arrest of seven employees for non-payment of fines imposed by Civil Court), Seaham No. 2 (refusal of two employees to pay levy to *Labor Daily*), Abermain No. 1 (temporary dismissal of two machinememen because of breakdown), South Bulli (refusal to work on certain extension, endorsed by employees who ceased work), Stockton Borehole and Stanford Merthyr (dispute as to kind of safety lamps), Pelaw Main (dispute as to rate paid to a wheeler). The disputes in other industries (apart from shipping, which is referred to later) were unimportant in respect to time or wages lost.

(iii.) *Victoria*.—The principal disputes in this State, apart from shipping disputes, occurred in connexion with the Engineering and Building trades. The engineers at the State Coal Mine at Wonthaggi ceased work on the refusal of the management to grant the demands made in a new log of wages and conditions. This affected not only the engineers but also the miners. The dispute was finally settled by the Coal Tribunal functioning under the provisions of the Industrial Peace Act. In the building trades a cessation of work occurred in consequence of the refusal by bricklayers and plasterers to accept reductions in wages. The wages being paid and those suggested were both above award rates.

(iv.) *Queensland*.—The principal disputes were—Babinda Sugar Mill (demand of employees that at least 75 per cent. of the cane cutters should be British); Railway Employees (restoration of a 5 per cent. reduction in wages made in 1922). This dispute was settled by the Government granting an increase of 5s. per week. Waterside Workers (attempt to enforce "rotary" system of employing waterside workers).

(v.) *South Australia*.—A stoppage of work occurred in connexion with the Government's "Thousand Homes Scheme" owing to the dismissal of a foreman plasterer on the ground of incompetence.

(vi.) *Western Australia*.—Two important disputes occurred in this State, that of Hotel, Club, and Restaurant employes in reference to the operation of the preference clause in the agreement, and that of Timber Mill employes in Perth for the 44 hours week.

(vii.) *Tasmania*.—The disputes in this State numbered only three and were of minor importance.

(viii.) *Shipping*.—Two important disputes occurred in this industry. The first commenced at the end of 1924 and had reference to the place where members of the union should be engaged by the representatives of the ship-owners. The practice up to this time had been for the seamen to be "picked up" at the ship's side. The union demanded that the engagement should be made at the Union's office. Upon the matter coming before the Commonwealth Arbitration Court the President fixed the Mercantile Marine Office in each of the capital cities as the "picking up" place.

The second dispute arose after the deregistration of the Seamen's Union by the Commonwealth Arbitration Court (see Chapter II., p. 57).

The union demanded that the rates of wages and conditions provided under the Award of the Commonwealth Court should be included in the articles of each member of the Union engaged. After negotiations by the parties the employers consented to do this, subject to certain modifications, upon the officials of the Union agreeing not to exercise job control in future.

A strike of British seamen occurred about the middle of the year which, however, had only an indirect effect on Australian workers. As the tabulations of the Bureau refer to purely Australian disputes, no account of this strike has been taken, either directly or indirectly.

8. Industrial Disputes 1921 to 1925.—(i.) *Australia*.—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, the losses in working days and wages for each of the years 1921 to 1925, and the aggregate for the whole period :—

Industrial Disputes—Australia, 1921 to 1925.^b

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.
1921	30	9	509	46	30	624
1922	69	4	307	45	20	445
1923	44	8	171	28	23	274
1924	31	15	410	23	25	504
1925 ^a	39	15	391	30	24	499
1921 to 1925..	213	51	1,788	172	122	2,346

NUMBER OF DISPUTES.

1921	30	9	509	46	30	624
1922	69	4	307	45	20	445
1923	44	8	171	28	23	274
1924	31	15	410	23	25	504
1925 ^a	39	15	391	30	24	499
1921 to 1925..	213	51	1,788	172	122	2,346

NUMBER OF WORKPEOPLE INVOLVED.

1921	3,161	1,421	133,547	22,604	4,278	165,101
1922	15,215	287	96,151	2,882	1,797	116,332
1923	9,884	577	58,043	2,257	5,560	76,321
1924	6,899	2,753	133,876	5,631	3,287	152,446
1925	8,420	1,882	135,409	25,084	5,951	176,746
1921 to 1925..	43,579	6,920	557,026	58,548	20,873	686,946

NUMBER OF WORKING DAYS LOST.

1921	47,385	36,406	467,867	666,517	68,010	1,286,185
1922	366,134	3,720	383,414	85,693	19,724	858,685
1923	153,053	6,886	907,767	32,609	45,662	1,145,977
1924	116,427	28,204	662,257	85,479	26,279	918,646
1925	129,806	37,615	577,132	291,415	92,600	1,128,570
1921 to 1925..	812,807	112,831	2,998,437	1,161,713	252,275	5,338,063

ESTIMATED LOSS IN WAGES.

1921	£ 39,416	£ 24,719	£ 459,450	£ 397,169	£ 49,721	£ 970,475
1922	242,159	3,280	427,363	64,597	14,108	751,607
1923	120,127	6,284	1,086,904	29,580	32,611	1,275,506
1924	80,746	21,359	735,572	61,823	18,199	917,699
1925	124,894	35,674	688,755	209,521	48,700	1,107,544
1921 to 1925..	607,342	91,316	3,398,044	762,690	163,339	5,022,731

^a See note to table on page 90.^b Footnote on page 59 does not apply to this table.

(ii) *States.*—The number of industrial disputes in each State during the years 1921 to 1925, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages are given hereunder.

Industrial Disputes—States, 1921 to 1925.^a

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	Number of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1921	635	567	108,573	29,921	138,494	547,838	493,267
	1922	342	657	88,257	14,042	102,299	686,520	570,491
	1923	200	601	54,809	5,390	60,199	802,306	1,038,519
	1924	416	584	116,687	17,048	133,735	709,790	755,142
	1925	6480	458	123,292	16,937	140,229	649,840	736,601
Victoria	1921	20	118	4,119	2,161	6,280	100,595	69,629
	1922	20	412	5,819	311	6,130	64,701	47,095
	1923	29	133	6,270	771	7,050	98,880	108,512
	1924	30	36	9,621	416	10,037	60,567	50,735
	1925	19	158	5,428	3,172	8,600	131,737	130,817
Queensland	1921	33	97	3,367	1,512	4,879	95,560	69,791
	1922	38	49	2,611	620	3,231	30,730	32,569
	1923	25	36	2,724	340	3,064	55,131	63,081
	1924	25	30	2,389	246	2,635	47,214	42,018
	1925	22	64	20,432	840	21,272	210,826	164,480
South Australia	1921	19	45	2,158	1,002	3,160	57,038	37,315
	1922	19	229	2,294	929	3,223	114,334	43,222
	1923	10	23	806	975	1,781	25,971	20,440
	1924	14	52	1,546	147	1,693	10,469	14,851
	1925	11	24	1,118	281	1,399	19,403	12,240
Western Australia	1921	12	56	1,006	10,157	12,063	145,103	86,038
	1922	8	91	643	163	806	43,472	38,208
	1923	6	88	1,255	2,752	4,007	72,274	53,468
	1924	13	233	2,131	1,366	3,497	66,734	42,329
	1925	10	180	3,321	814	4,135	98,941	56,356
Tasmania	1921	5	5	75	150	225	1,483	986
	1922	5	6	382	4	386	9,284	7,497
	1923	3	3	197	..	197	1,093	1,296
	1924	5	5	268	54	322	11,606	12,263
	1925	3	18	169	70	239	2,980	2,300
Fed. Cap. Territory	1922	2	2	217	..	217	2,604	2,085
	1923	1	1	23	..	23	322	256
	1925	3	5	823	33	856	5,735	4,709
Northern Territory	1922	2	2	40	..	40	1,040	770
	1923	..	..	..	..	..	..	..
	1924	1	1	27	..	27	270	356
	1925	1	1	16	..	16	39	39
Australia	1921	624	888	120,108	44,903	165,011	956,617	767,028
	1922	445	1,447	100,263	16,069	116,332	858,685	751,507
	1923	274	885	66,093	10,228	76,321	1,145,977	1,275,506
	1924	504	941	132,569	19,877	152,446	913,646	917,699
	1925	6499	906	154,599	22,147	176,746	1,128,670	1,107,544

^a See footnote *, page 89.^b See footnote *, page 90.

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for mining, quarrying, etc. (Group VIII.). For the year 1913 the proportion

of disputes in those industries represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 81 per cent. in 1921 and 1924.

9. Duration of Disputes.—(i.) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). For the purpose of tabulating comparative results as to the number of disputes, workpeople involved (directly and indirectly), and the consequent loss of working time and wages, the particulars relating to each dispute are classified according to varying periods over which the dispute remained unsettled. 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.

Where a settlement has been reached, and all the workpeople involved return to work at the same time, the duration of the dispute is readily determined. In other disputes (mainly those extending over long periods) varying conditions arise which tend to complicate the situation, such as (a) a proportion of the workpeople involved obtaining other employment ; (b) a certain number of other workpeople being temporarily employed ; and (c) the establishment involved in the dispute being closed down indefinitely and work abandoned. In such cases the dispute is considered to have terminated and its duration determined, either when a sufficient number of other workpeople has been engaged to enable the establishment to be carried on (substantially as before the dispute), or when evidence is obtained that the establishment has been closed down indefinitely and work abandoned. Anomalous positions have been noticed in some instances. In one case a dispute remained technically in existence so far as the workpeople were concerned even after the establishment had been closed down and work therein abandoned. In another, a dispute was considered by the workpeople to be still in existence, notwithstanding that their places had been filled and the establishment had resumed operations.

(ii) *States, etc., 1925.*—The following table gives particulars for each State regarding duration of industrial disputes in 1925. Comparative particulars for the years 1913 to 1924 were published in Labour Reports Nos. 5 to 15.

Duration of Industrial Disputes—States, 1925.a

Limits of Duration.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
1 day and less	208	4	8	1	..	1	..	1	218
2 days and more than 1 day ..	61	2	..	3	..	..	..	..	66
3 days and more than 2 days ..	25	1	1	..	..	..	1	1	29
Over 3 days and less than 1 week	88	2	1	..	..	..	..	..	41
1 week and less than 2 weeks ..	44	1	7	3	4	..	..	..	59
2 weeks and less than 4 weeks ..	27	4	2	..	1	..	..	1	35
4 weeks and less than 8 weeks ..	12	4	5	3	3	1	..	..	28
8 weeks and over	15	1	3	1	2	1	..	..	23
Total	(a) 430	19	22	11	10	8	1	8	499

NUMBER OF WORKPEOPLE INVOLVED.									
1 day and less	72,086	1,900	93	17	..	90	..	231	74,423
2 days and more than 1 day ..	22,575	1,480	..	255	..	..	..	..	24,310
3 days and more than 2 days ..	8,620	84	30	..	..	..	16	434	9,193
Over 3 days and less than 1 week	11,798	130	86	..	..	..	..	..	11,970
1 week and less than 2 weeks ..	10,467	500	18,289	449	876	..	..	..	30,581
2 weeks and less than 4 weeks ..	8,083	550	183	..	70	..	..	191	9,083
4 weeks and less than 8 weeks ..	4,053	2,530	818	319	2,817	88	..	..	10,875
8 weeks and over	2,547	1,102	1,814	359	372	111	..	..	6,305
Total	140,229	8,600	21,272	1,399	4,135	239	16	856	176,746

NUMBER OF WORKING DAYS LOST.									
1 day and less	71,449	1,032	71	17	..	90	..	231	73,700
2 days and more than 1 day ..	43,757	2,972	..	494	..	..	..	..	47,223
3 days and more than 2 days ..	25,588	252	117	..	..	..	39	1,802	27,208
Over 3 days and less than 1 week	51,890	550	144	..	..	..	..	..	52,614
1 week and less than 2 weeks ..	35,427	4,500	127,600	3,460	6,258	..	..	..	227,314
2 weeks and less than 4 weeks ..	132,051	9,879	3,951	..	515	..	..	4,202	150,598
4 weeks and less than 8 weeks ..	117,371	90,249	25,738	8,514	79,065	757	..	..	322,294
8 weeks and over	122,307	21,373	62,145	6,900	12,503	2,142	..	..	227,430
Total	649,840	131,737	219,826	19,463	98,941	2,989	89	6,735	1,128,670

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£	£
1 day and less	85,893	2,260	81	17	..	270	..	202	88,819
2 days and more than 1 day ..	53,107	2,171	..	327	..	..	..	..	55,605
3 days and more than 2 days ..	29,700	86	..	..	..	..	39	1,052	30,877
Over 3 days and less than 1 week	61,640	591	102	..	..	..	..	..	62,353
1 week and less than 2 weeks ..	94,039	2,125	128,353	1,399	6,815	..	..	..	232,731
2 weeks and less than 4 weeks ..	146,307	8,220	4,093	..	420	..	..	3,965	163,305
4 weeks and less than 8 weeks ..	135,340	100,397	22,218	5,619	33,973	530	..	..	303,077
8 weeks and over	130,555	14,961	8,733	4,873	10,150	1,500	..	..	170,777
Total	736,601	130,817	164,480	12,240	56,358	2,300	89	4,709	1,107,544

a See note to table on page 90.

(iii) *Australia 1921 to 1925.*—Particulars for Australia for the years 1921 to 1925 are given in the table appended :—

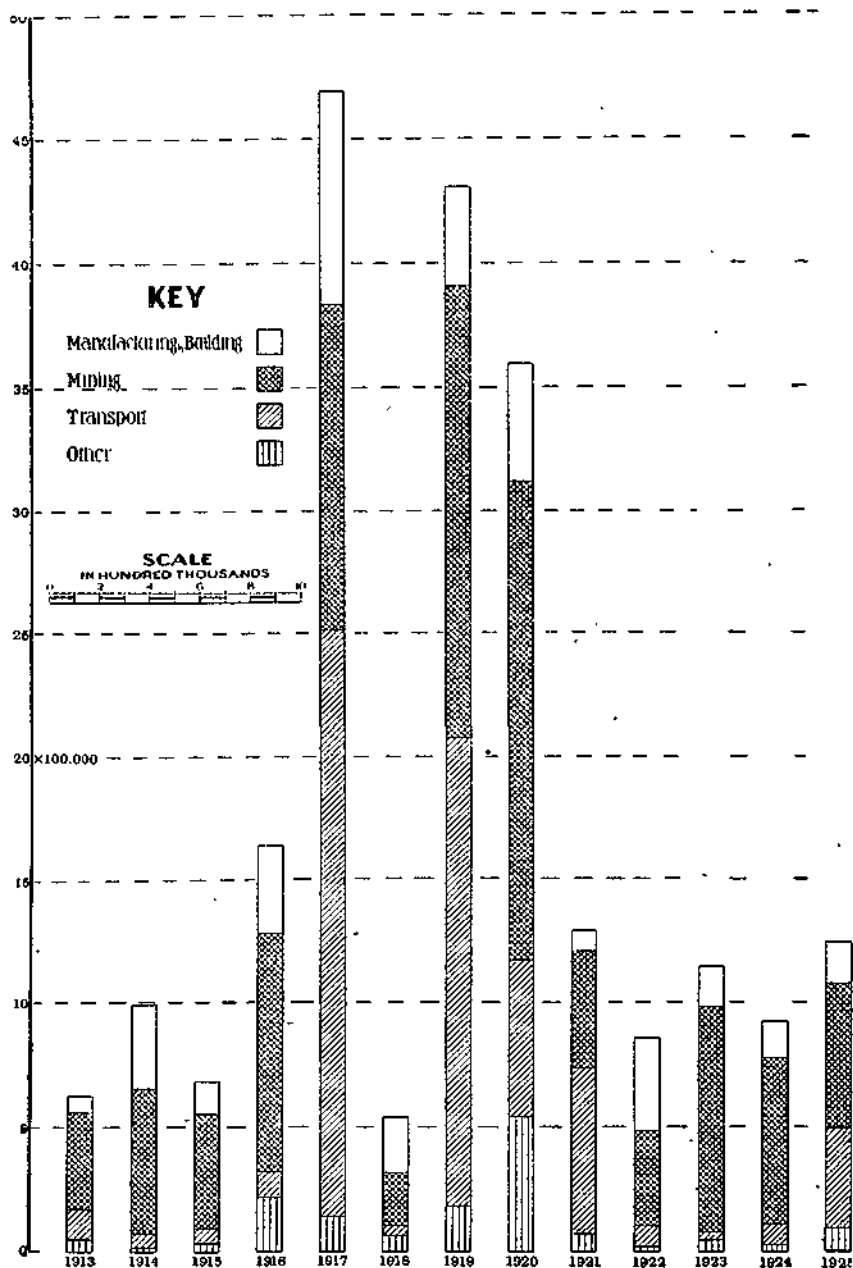
Duration of Industrial Disputes—Australia, 1921 to 1925.^a

Limits of Duration.	Year.	No. of Disputes	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	In-directly.	Total.		
							£
1 day and less ..	1921	382	70,437	15,913	86,350	85,841	95,235
	1922	155	38,460	6,982	45,442	45,235	50,615
	1923	92	27,573	2,335	29,908	29,675	35,358
	1924	216	61,542	9,230	70,772	70,670	85,328
	1925	218	65,918	8,505	74,423	73,790	88,819
2 days and more than 1 day ..	1921	90	16,778	5,719	22,497	44,441	48,050
	1922	57	15,196	1,100	16,296	32,041	35,876
	1923	32	6,790	891	7,681	15,275	16,219
	1924	71	23,028	2,301	25,329	49,615	56,746
	1925	66	20,156	4,160	24,316	47,223	55,695
3 days and more than 2 days ..	1921	60	10,082	2,397	12,479	37,093	37,418
	1922	41	6,267	1,470	7,737	22,977	24,362
	1923	25	2,934	8	2,942	8,708	9,359
	1924	42	11,503	802	12,425	30,795	43,230
	1925	29	8,815	578	9,393	27,296	30,877
Over 3 days and less than 1 week (6 days) ..	1921	27	3,365	1,361	4,726	20,879	21,597
	1922	45	5,841	2,754	11,595	52,936	54,923
	1923	34	6,751	273	7,024	30,750	32,733
	1924	46	7,567	2,003	9,570	40,255	46,245
	1925	41	10,648	1,322	11,970	52,614	62,353
1 week and less than 2 weeks ..	1921	54	8,904	8,519	17,423	161,379	113,856
	1922	59	18,573	582	19,155	144,581	143,558
	1923	39	6,817	3,798	10,615	86,736	78,295
	1924	65	13,322	1,443	14,765	110,882	109,118
	1925	59	28,541	2,046	30,587	227,314	232,731
2 weeks and less than 4 weeks ..	1921	34	3,891	2,700	6,591	100,779	92,324
	1922	43	5,417	1,200	6,617	106,011	101,764
	1923	20	2,759	1,222	3,981	68,844	68,327
	1924	31	9,958	1,917	11,875	186,462	170,419
	1925	35	8,032	1,051	9,083	150,593	163,305
4 weeks and less than 8 weeks ..	1921	18	5,504	8,124	13,628	386,746	253,144
	1922	26	2,280	386	2,666	84,838	86,179
	1923	15	5,194	917	6,111	190,616	197,523
	1924	26	3,895	803	4,698	168,941	163,775
	1925	28	8,130	2,745	10,875	322,294	303,077
8 weeks and over ..	1921	0	1,237	170	1,407	113,459	95,458
	1922	19	5,229	1,645	6,874	370,066	254,230
	1923	14	7,909	150	8,059	715,310	837,732
	1924	18	2,199	1,318	3,517	295,014	242,838
	1925	23	4,559	1,746	6,305	227,439	170,777
Total ..	1921	624	120,198	44,903	165,101	956,617	757,028
	1922	445	100,263	16,069	116,332	858,685	751,507
	1923	274	66,727	4,994	71,721	1,146,977	1,275,606
	1924	504	132,569	19,877	152,446	918,646	917,090
	1925	649	154,599	22,147	176,746	1,128,570	1,107,544

^a See note on page 89.

^b See note to table on page 90.

Industrial Disputes.—Working days Lost in Industrial Groups, 1913-1925



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

10. **Causes of Industrial Disputes.**—(i.) *General.*—The reasons alleged by employers and employees for a stoppage of work do not in every instance agree in detail. In such instances additional information is sought to verify or support the contention of either side. On occasions, the alleged reason is of a twofold character, and, where this is the case, the claim which is fully or partially satisfied and results in a resumption of work is taken to be the principal cause of the dispute. For the purpose of classification these causes (or objects) of industrial disputes are grouped under seven main headings, viz.:—(1) Wages; (2) hours of labour; (3) employment of particular classes or persons; (4) working conditions; (5) trade unionism; (6) sympathy; and (7) other causes. The first five are subdivided as follows to meet the varying phases of demands made under each of the main headings:—

Classification of Causes of Industrial Disputes.

- | | |
|---|---|
| <p>1. Wages.</p> <p>(a) For increase.</p> <p>(b) Against decrease.</p> <p>(c) System of payment.</p> <p>(d) Readjustment of Rates.</p> <p>(e) Other wage questions.</p> | <p>(d) Against employment of certain officials.</p> <p>(e) Other questions concerning employment.</p> |
| <p>2. Hours of Labour.</p> <p>(a) For reduction.</p> <p>(b) Other questions concerning hours.</p> | <p>4. Working Conditions and Discipline.</p> <p>(a) For change.</p> <p>(b) Against change.</p> <p>(c) Other.</p> |
| <p>3. Employment of Particular Classes or Persons.</p> <p>(a) Employment of women instead of men.</p> <p>(b) Employment of apprentices.</p> <p>(c) For reinstatement of discharged employees.</p> | <p>5. Trade Unionism.</p> <p>(a) For closed shop—Employment of non-unionists.</p> <p>(b) Other union questions.</p> |
| | <p>6. Sympathy.</p> <p>7. Other Causes.*</p> |

(ii.) *Causes in each State, 1925.*—In the following tables particulars for the year 1925 are classified under the various headings.

* 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; (c) workmen abstain from work to attend the Police Court to hear prosecutions against certain other employees; (d) to witness some amusement, or (e) for other reasons which are subsequently ruled by the officials of the union to be either impracticable or against former decisions.

Causes of Industrial Disputes—States, etc., 1925.^a

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Unst.
NUMBER OF DISPUTES.									
1. Wages—									
(a) For increase ..	18	6	3	3	2	1	1	..	88
(b) Against decrease ..	2	3	..	..	..	..	..	..	5
(c) Other wage questions ..	92	3	3	1	..	..	..	..	99
2. Hours of Labour—									
(a) For reduction ..	..	..	1	..	2	..	..	1	4
(b) Other disputes re hours ..	5	..	..	..	..	..	..	1	6
3. Trade Unionism—									
(a) Against employment of non-unionists ..	5	1	2	..	..	..	..	..	8
(b) Other union questions ..	22	2	1	1	1	..	..	..	27
4. Employment of particular classes or persons ..	98	2	10	3	3	1	..	1	118
5. Working conditions ..	104	..	..	2	..	..	..	..	106
6. Sympathetic ..	16	..	..	..	..	..	..	..	16
7. Other causes ..	68	3	2	1	2	1	..	..	77
Total ..	(a) 430	19	22	11	10	3	1	3	499

NUMBER OF WORKPEOPLE INVOLVED.									
1. Wages—									
(a) For increase ..	2,483	2,320	17,653	46	886	90	10	..	23,448
(b) Against decrease ..	232	391	..	..	..	..	..	..	1,123
(c) Other wage questions ..	29,944	300	608	356	..	..	..	..	31,387
2. Hours of Labour—									
(a) For reduction ..	..	..	25	..	246	..	..	191	462
(b) Other disputes re hours ..	2,437	..	..	..	..	..	..	231	2,668
3. Trade Unionism—									
(a) Against employment of non-unionists ..	1,503	36	53	..	..	..	..	..	1,592
(b) Other union questions ..	7,971	427	28	31	2,500	..	..	..	10,957
4. Employment of particular classes or persons ..	30,527	2,076	2,434	384	182	38	..	434	36,076
5. Working conditions ..	34,810	..	..	224	..	..	..	..	35,034
6. Sympathetic ..	5,328	..	..	..	..	..	..	..	5,328
7. Other causes ..	24,994	2,460	381	359	372	111	..	..	28,677
Total ..	140,220	8,600	21,272	1,399	4,135	239	10	856	176,746

NUMBER OF WORKING DAYS LOST.									
1. Wages—									
(a) For increase ..	12,580	60,020	123,672	970	5,985	90	39	..	209,356
(b) Against decrease ..	498	23,864	..	..	..	..	..	..	24,362
(c) Other wage questions ..	140,000	3,320	8,364	2,485	..	..	..	..	154,169
2. Hours of Labour—									
(a) For reduction ..	..	..	475	..	8,139	..	..	4,202	12,816
(b) Other disputes re hours ..	15,942	..	..	..	..	..	..	231	16,173
3. Trade Unionism—									
(a) Against employment of non-unionists ..	14,213	180	391	..	..	..	..	..	14,784
(b) Other union questions ..	30,182	4,939	28	46	70,000	..	..	..	105,196
4. Employment of particular classes or persons ..	112,433	9,241	80,146	8,545	2,314	757	..	1,302	214,738
5. Working conditions ..	149,877	..	..	448	..	..	..	..	150,325
6. Sympathetic ..	41,046	..	..	..	..	..	..	..	41,046
7. Other causes ..	133,070	24,173	6,760	9,989	12,503	2,142	..	..	185,616
Total ..	649,840	131,737	219,826	10,463	98,941	2,989	39	5,735	1,123,570

ESTIMATED LOSS IN WAGES.									
1. Wages—									
(a) For increase ..	10,637	74,985	124,724	707	6,608	270	39	..	217,970
(b) Against decrease ..	568	25,204	..	..	..	..	..	..	25,772
(c) Other wage questions ..	163,900	2,420	6,742	1,000	..	..	..	..	174,122
2. Hours of Labour—									
(a) For reduction ..	..	..	493	..	6,645	..	..	3,363	10,508
(b) Other disputes re hours ..	18,252	..	..	..	..	..	..	292	18,544
3. Trade Unionism—									
(a) Against employment of non-unionists ..	11,932	231	311	..	..	..	..	..	12,474
(b) Other union questions ..	35,698	3,711	42	26	31,250	..	..	..	70,727
4. Employment of particular classes or persons ..	120,824	7,319	27,525	5,328	1,706	530	..	1,052	164,283
5. Working conditions ..	178,347	..	..	301	..	..	..	..	178,648
6. Sympathetic ..	49,157	..	..	..	..	..	..	..	49,157
7. Other causes ..	147,226	16,947	4,643	4,878	10,150	1,500	..	..	185,344
Total ..	734,601	130,817	164,480	12,240	56,358	2,800	39	4,700	1,107,544

^a See note to table on page 90.

(iii.) *Causes in Australia, 1913 to 1925.*—The following table gives similar information for Australia for the years specified.

Causes of Industrial Disputes.—Australia, 1913, and 1919 to 1925.^a

Causes of Disputes.	1913.	1919.	1920.	1921.	1922	1923.	1924.	1925.
NUMBER OF DISPUTES								
1. Wages—								
(a) For increase ..	42	90	94	19	15	35	44	33
(b) Against decrease ..	4	2	..	2	18	4	7	5
(c) Other wage questions ..	31	100	106	161	83	37	95	90
2. Hours of Labour								
(a) For reduction ..	3	4	16	12	12	10	2	4
(b) Other disputes re hours ..	7	5	9	16	2	2	4	6
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	19	20	5	6	4	6	8
(b) Other union questions ..	5	29	27	22	15	11	31	27
4. Employment of particular classes or persons ..	44	118	135	109	155	68	137	113
5. Working conditions ..	51	54	106	162	89	57	111	109
6. Sympathetic ..	5	6	2	13	8	9	8	16
7. Other causes ..	8	24	39	43	42	37	59	77
Total ..	208	460	554	624	445	274	504	6490

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	58,532	41,748	2,459	843	9,316	8,312	23,443
(b) Against decrease ..	563	667	..	850	4,432	174	1,113	1,123
(c) Other wage questions ..	7,160	28,222	21,139	52,704	24,459	8,696	30,585	31,387
2. Hours of Labour—								
(a) For reduction ..	400	578	20,758	2,313	5,935	6,488	1,328	402
(b) Other disputes re hours ..	1,819	961	2,137	2,113	124	485	1,172	2,688
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	9,001	2,752	1,353	1,072	473	1,005	1,592
(b) Other union questions ..	1,418	17,509	7,534	6,607	4,264	2,310	12,078	10,937
4. Employment of particular classes or persons ..	11,370	21,488	26,163	45,408	36,194	11,269	39,839	36,075
5. Working conditions ..	10,785	11,582	21,204	35,790	27,334	15,605	36,630	35,034
6. Sympathetic ..	947	3,089	1,397	3,251	1,119	875	436	3,328
7. Other Causes ..	1,758	7,971	10,734	12,053	10,556	20,130	19,948	28,677
Total ..	60,283	157,591	155,586	165,101	118,332	76,321	152,446	176,746

NUMBER OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	100,069	5,403,581	793,935	13,731	8,694	64,493	120,317	209,356
(b) Against decrease ..	9,438	10,013	..	25,700	154,791	1,012	13,553	24,352
(c) Other wage questions ..	78,183	96,118	101,219	192,858	149,129	81,749	111,613	154,169
2. Hours of Labour—								
(a) For reduction ..	2,774	10,372	634,458	13,315	164,794	101,807	130,440	12,816
(b) Other disputes re hours ..	15,111	15,760	37,486	19,260	1,701	36,092	42,441	16,173
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	279,804	24,900	17,890	5,485	784	2,555	14,784
(b) Other union questions ..	32,388	329,205	21,999	117,199	18,976	17,743	40,046	105,195
4. Employment of particular classes or persons ..	191,723	87,225	129,215	431,130	198,256	63,004	253,779	214,738
5. Working conditions ..	73,582	32,029	128,967	69,732	123,665	134,830	124,041	150,325
6. Sympathetic ..	24,060	21,050	72,940	6,150	9,438	6,357	926	41,048
7. Other causes ..	5,212	23,069	26,946	55,652	23,756	638,016	78,935	185,616
Total ..	623,528	6,303,226	1,872,065	956,617	853,686	1,145,977	918,646	1,128,570

^a See footnote * page 89.

^b See note to table on page 90.

The main causes of industrial disputes are "wage" questions, "working conditions" and "employment of particular classes or persons." In each year of the period 1913-1925, the number of dislocations over wages exceeded those from any other cause, the percentage in 1913 being 37, and fluctuating thenceforward between 26 in 1922 and 45 in 1916, the percentage in 1925 being 27. Under the heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry. "Sympathetic" disputes were numerous during the years 1916, 1917 and 1921.

11. **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. They come within one or other of the following four classes, viz. :—

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

Disputes are considered to result :—(a) In favour of workpeople, when the employees succeed in enforcing compliance with all their demands, or are substantially successful in attaining their principal object, or in resisting a demand made by their employers ; (b) In favour of employer, when the demands of the employees are not conceded, or when the employer or employers are substantially successful in enforcing a demand ; (c) Compromise, when the employees are successful in enforcing compliance with a part of their demands or in resisting substantially full compliance with the demands of their employer or employers ; (d) Indefinite, when, for example, employees stop 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, 1925.*—The following table gives results for the year 1925.

Industrial Disputes—States, Results, 1925.^a

State or Territory.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	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	96	311	11	6	25,646	108,376	2,093	2,829	182,612	382,016	15,211	12,923
Victoria	11	5	3	..	4,145	2,654	1,801	..	85,676	23,852	12,203	..
Queensland	0	0	3	..	18,736	1,813	710	..	136,528	62,844	20,084	..
South Australia	5	3	1	..	781	496	122	..	10,410	6,594	2,459	..
Western Australia	5	3	1	..	708	3,210	80	..	15,033	74,355	1,067	..
Tasmania	1	1	3	..	111	90	38	..	2,142	95	757	..
N. Territory	..	1	..	..	..	10	..	..	..	39	..	..
F. C. Territory	3	..	..	..	850	..	..	..	5,735	..	..	..
Total, Aust ab	130	335	20	6	59,983	116,658	4,844	2,829	448,136	540,796	52,321	12,923

(a) The following are the particulars of disputes which were incomplete at the 31st December, 1925, which should be added to the above figures to effect a balance with those published in the preceding tables. (For similar particulars in respect of 1924 see previous Report):—

State.	No. of Disputes.	No. of Estabs.	Workpeople.	Working Days Lost.	Wages.
New South Wales	6	6	1,285	57,078	65,866
Queensland	1	1	10	370	290
Western Australia	1	1	137	7,946	6,060
Total	8	8	1,432	65,394	73,116

^b See note to table on page 90.

(iii) *Australia, 1925.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes in Australia during the year 1925.

Industrial Disputes—Causes and Results, Australia, 1925.^a

Cause.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	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	20	11	1	1	21,167	2,117	150	19	194,679	14,132	450	95
(b) Against decrease	..	4	1	..	..	972	161	..	..	22,238	2,114	..
(c) Other wage questions	27	62	6	2	8,837	20,414	801	1,002	76,394	56,561	3,328	2,786
Hours of Labour												
(a) For reduction	3	1	..	..	437	25	..	..	12,341	476	..	..
(b) Other disputes > 2 hours	1	5	..	..	231	2,437	..	..	231	15,942	..	..
Trade Unionism—												
(a) Against employment of non-unionists	5	2	..	..	993	589	..	..	13,185	1,229	..	..
(b) Other union questions	7	20	..	..	1,216	9,741	..	..	10,375	94,820	..	..
Employment of particular Classes or Persons	24	84	0	1	4,529	20,350	2,168	28	22,808	147,016	42,983	1,932
Working conditions	26	74	2	2	6,633	25,069	300	1,780	25,619	75,844	900	3,110
Sympathetic	3	13	..	..	803	4,625	..	..	7,155	33,891	..	..
Other Causes	14	59	1	..	6,147	20,379	1,274	..	85,393	87,649	2,548	..
Total ab	130	335	20	6	59,983	116,658	4,844	2,829	448,136	540,796	52,321	12,923

^a See note to table on page 90.

^b See note a to table above.

(iv) *Australia, 1921 to 1925.(b)*—The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1921-1925, classified according to results :—

Industrial Disputes—Results, Australia, 1921 to 1925.^b

Year.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	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.
1921 ..	126	274	216	8	25,244	63,380	73,837	2,500	76,351	162,331	714,501	3,404
1922 ..	81	268	82	3	18,050	77,785	16,366	81	175,379	383,342	132,616	738
1923 ..	77	156	24	3	12,951	54,926	5,767	1,784	65,625	917,162	132,185	2,392
1924 ..	146	261	48	45	32,762	89,709	13,843	15,432	153,533	416,174	291,034	29,445
1925 ^a ..	130	335	20	6	50,983	116,658	4,844	2,329	448,130	549,746	52,321	12,023

^a See notes on pages 89 and 90.

^b See note to first table on page 103.

In the years 1913 to 1916, the disputes resulting in favour of workpeople exceeded those resulting in favour of employers, but in later years the position was reversed. A considerable number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

12. **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 establishment permanently.
- (vi) By other methods.

The first three classes are divided as follows :—

- (i) By negotiation—

- (a) Direct negotiation between employers and employees or their representatives.
- (b) Intervention or assistance of third party, not under Commonwealth or State Industrial Acts.

- (ii) Under State Industrial Acts—

- (a) By intervention, assistance, or compulsory conference.
- (b) By reference to Board or Court.

- (iii) Under Commonwealth Conciliation and Arbitration Act—

- (a) By intervention, assistance, or compulsory conference.
- (b) By reference to Court.

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 mainly relates 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) *States, 1925.*—The following table shows the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages in 1925, according to method of settlement :—

Methods of Settlement of Industrial Disputes—States, 1925.^a

Method of Settlement.	N.S.W.	Vic.	Qland.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
Negotiation—									
Direct between employers and employees, or their representatives ..	173	14	10	6	2	1	1	2	209
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	15	2	2	1	4	..	..	..	24
Under State Industrial Act—									
By intervention, assistance or compulsory conference	6	..	4	1	1	..	..	..	12
By reference to Board or Court ..	..	..	1	..	..	..	..	1	2
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference	5	1	1	1	1	1	..	..	13
By Filling places of Workpeople on Strike or Locked out ..	3	..	..	..	..	1	..	..	4
By Closing down Establishment permanently ..	1	..	..	..	..	..	..	..	1
By other methods ..	218	2	3	2	1	..	..	..	226
Total	(a) 424	10	21	11	9	3	1	3	(b) 491

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—									
Direct between employers and employees, or their representatives ..	50,386	5,200	18,576	357	672	..	16	665	75,961
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	4,872	2,702	1,742	359	2,981	111	..	..	12,767
Under State Industrial Act—									
By intervention, assistance or compulsory conference	567	..	604	355	195	..	..	..	1,781
By reference to Board or Court ..	..	..	17	..	..	..	..	191	208
Under Commonwealth Conciliation and Arbitration Act—									
By intervention, assistance or compulsory conference	2,518	376	117	122	80	38	..	..	3,251
By Filling Places of Workpeople on Strike or Locked out ..	70	..	..	..	..	90	..	..	100
By Closing down Establishment permanently ..	28	..	..	..	..	..	..	..	28
By other methods ..	80,504	232	146	200	70	..	..	..	81,158
Total	138,944	8,600	21,262	1,399	3,998	239	16	856	175,314

^a See notes pages 89 and 90.

^b See note (a) page 103.

Methods of Settlement of Industrial Disputes—States, 1925—continued.

Methods of Settlement.	N.S.W.	Vic	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF WORKING DAYS LOST.									
Negotiation—									
Direct between employers and employees, or their representatives ..	204,351	43,179	149,878	7,098	4,032	.	39	1,533	470,110
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	90,633	80,573	57,033	6,060	82,603	2,142	..	..	320,043
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	8,952	..	4,068	2,485	2,145	..	..	..	17,650
By reference to Board or Court ..	..	..	136	..	..	..	..	4,202	4,338
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	52,568	7,541	2,340	2,459	1,607	757	..	..	67,272
By Filling Places of Work-people on Strike or Locked out ..	1,073	..	..	..	..	90	..	..	1,163
By Closing down Establishment permanently ..	1,932	..	..	..	..	..	..	..	1,932
By other methods ..	173,253	444	6,001	452	515	..	..	..	180,605
Total	592,762	131,737	219,456	19,463	90,095	2,989	39	5,735	1,063,176

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£	£
Negotiation—									
Direct between employers and employees, or their representatives ..	306,558	30,246	140,310	4,300	4,708	..	30	1,344	505,505
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	92,064	88,001	4,043	4,878	41,085	1,500	..	..	230,771
Under State Industrial Act—									
By intervention, assistance or compulsory conference ..	8,706	..	3,080	1,000	2,000	..	..	..	16,305
By reference to Board or Court ..	..	..	134	..	..	..	..	3,865	3,409
Under Commonwealth Conciliation and Arbitration Act									
By intervention, assistance or compulsory conference ..	58,587	5,279	1,638	1,721	1,125	530	..	..	68,880
By Filling Places of Work-people on Strike or Locked out ..	955	..	..	..	..	270	..	..	1,225
By Closing down Establishment permanently ..	2,318	..	..	..	..	..	..	..	2,318
By other methods ..	200,947	201	4,770	341	420	..	..	..	206,776
Total	670,735	130,817	164,190	12,240	49,398	2,300	39	4,700	1,034,428

(iii) *Australia, 1913 to 1925.*^a—Information for Australia for the years specified is given hereunder:—

Method of Settlement of Industrial Disputes—Australia, 1913 to 1925.^a

Methods of Settlement.	1913.	1919	1920.	1921.	1922.	1923.	1924.	1925. ^b
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	291	380	412	240	140	264	209
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	35	25	65	52	25	20	24
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	33	33	18	7	4	11	12
By reference to Board or Court ..	22	5	8	4	7	2	7	2
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	9	8	11	5	2	12	13
By Filling Places of Workpeople on Strike or Locked out ..	13	22	22	10	11	5	5	4
By Closing down Establishment permanently ..	1	7	4	2	6	1	2	1
By other methods ..	13	58	74	102	96	86	179	226
Total	208	460	554	624	433	285	500	6491

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	76,070	101,404	93,912	62,000	30,213	70,895	75,961
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	47,849	6,278	20,775	15,554	10,277	4,448	12,767
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	6,026	9,312	11,220	1,222	815	2,510	1,781
By reference to Board or Court ..	12,774	1,380	1,711	1,083	1,128	544	2,952	208
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	1,997	766	12,037	446	58	4,262	3,261
By Filling Places of Workpeople on Strike or Locked out ..	658	2,202	2,141	334	790	315	130	160
By Closing down Establishment Permanently ..	170	401	182	53	171	18	170	23
By other methods ..	2,988	29,766	33,772	25,678	30,971	33,408	66,370	81,158
Total	60,283	157,501	155,566	165,101	112,282	75,448	151,746	175,314

^a See notes pages 89 and 90.

^b See note page 103.

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1925—continued.

Methods of Settlement.	1913.	1919.	1920.	1921.	1922.	1923.	1924.	1925.
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	632,269	827,985	245,765	353,336	229,508	373,155	470,110
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	5,379,655	217,916	156,076	187,104	582,929	103,005	320,046
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	94,557	69,436	136,735	16,016	26,531	41,900	17,650
By reference to Board or Court ..	221,768	8,460	19,236	22,752	13,767	8,484	142,939	4,338
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	74,018	34,205	327,048	8,081	478	74,376	67,272
By Filling Places of Work-people on Strike or Locked out ..	14,139	46,029	160,562	3,542	11,759	2,517	3,040	1,163
By Closing down Establishment Permanently ..	20,400	5,737	12,919	538	903	18	1,250	1,932
By other methods ..	56,509	67,501	529,800	64,161	101,348	207,859	160,526	180,665
Total ..	621,528	6,308,226	1,872,065	956,617	692,074	1,117,314	890,191	1,063,176

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees or their representatives ..	43,834	419,573	534,760	240,442	283,515	252,059	398,628	505,565
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12,394	3,342,611	154,093	146,925	200,835	676,288	114,830	230,771
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	86,277	59,167	46,831	79,233	14,663	24,168	34,151	15,305
By reference to Board or Court ..	104,293	4,425	11,305	19,462	10,541	7,536	110,559	3,400
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	1,373	46,472	19,285	193,887	5,701	360	56,760	68,880
By Filling Places of Work-people on Strike or Locked Out ..	6,478	29,586	94,235	2,203	8,670	1,737	2,111	1,225
By Closing down Establishment Permanently ..	7,850	3,106	7,125	355	635	13	970	2,318
By other methods ..	25,240	40,990	356,182	69,627	92,308	279,104	167,149	200,775
Total ..	287,739	3,951,936	1,223,716	757,028	616,868	1,241,245	895,161	1,034,428

In all years direct negotiation between employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations was settled in this manner, and the percentages in subsequent years varied between 53 in 1923, and 71 in 1915, the proportion in 1925 amounting to 47 per cent. In connexion with the comparatively large numbers of disputes classified as settled "By other methods," a large number of stoppages of work occur each year, 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.

13. **Interstate Disputes.**—Disputes which extend beyond the limits of a single State, while necessarily 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, and the submission to the principle that the objectives of one section of unionists must not be prejudiced by another section.

Both of the 1917 disputes were due to causes which could not well be brought before the Arbitration Court, the disputes being more susceptible to mutual agreement between the men and their employers. The trouble in the Railway Workshops involved a large number of sympathy strikes, full particulars of which appear in Labour Report, No 8, pp. 121-127.

The second table relates to the same disputes, but gives some additional particulars to those contained in the first table.

No. 1.—Interstate Industrial Disputes, 1917 to 1925.

Disputes.	States Involved.	No. of Work-people Involved.	No. of Working Days Lost.	Estimated Loss in Wages.
1917.				
Glass Bottle Makers— Protest against non-payment for defective bottles, 24/4/17 to 10/7/17	New South Wales Victoria .. South Australia ..	1,000 842 200	67,000 31,700 14,000	£ 36,250 17,600 1,000
Total .. .. .	.. .. .	1,942	112,700	54,850
Railway Workshop Employees— (Introduction of a card system for job costing in Workshops), Railway Employees in New South Wales, seamen and wharf labourers in all States, coal miners in New South Wales, Victoria and Queensland, and other trades were affected, 2/8/17 to 30/11/17	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	77,357 14,200 2,360 1,900 1,200 600	3,071,000 637,300 123,600 14,100 84,100 32,150	1,780,000 325,500 62,000 7,400 42,300 15,800
Total .. .. .	.. .. .	97,507	3,962,250	2,233,000
1918.				
NIL.				
1919.				
Seamen— (Increased Wages), Queensland Seamen came out in February, the remainder in May, 1919.	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	7,700 2,190 2,770 1,706 985 655	695,500 197,920 359,430 123,975 73,520 57,180	353,100 106,370 185,430 62,155 35,840 27,785
Total .. .. .	.. .. .	16,005	1,512,525	775,680
Marine Engineers— (Claim for 35 per cent. increase in wages), 13/12/19 to 23/2/20	New South Wales Victoria .. Queensland ..	5,150 2,695 1,322	302,450 159,060 77,520	167,065 87,755 42,476
Total .. .. .	.. .. .	9,167	539,030	297,295
1920.				
Building Trade Employees— (Against Saturday work), 10/4/20 to 14/5/20	New South Wales Victoria .. South Australia ..	2,500 2,000 300	25,000 48,000 7,710	17,000 33,000 5,000
Total .. .. .	.. .. .	4,800	80,710	55,000
Marine Stewards—Pantrymen— (Claim for 8 hour day and increase in overtime rates), 15/12/20 to 25/1/21	New South Wales Victoria .. Queensland .. South Australia ..	6,200 2,330 1,373 673	204,800 75,920 42,232 20,522	125,435 43,270 25,205 12,650
Total .. .. .	.. .. .	10,576	343,474	206,650
1921, 1922, and 1923.				
NIL.				
1924.				
Seamen— Demand to be "picked up" at Union Rooms instead of ship's side, 20/12/24 to 23/1/25	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	443 376 117 122 80 38	8,939 7,541 2,340 2,459 1,607 757	6,257 5,279 1,638 1,721 1,125 530
Total .. .. .	.. .. .	1,176	23,643	16,550
1925.				
Seamen— Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union, 12/6/25 to 7/8/25	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	1,303 1,102 345 359 235 111	25,326 21,373 6,633 6,969 4,657 2,142	17,728 14,961 4,043 4,378 3,199 1,560
Total .. .. .	.. .. .	3,452	67,000	46,900

No. 2.—Interstate Industrial Disputes, 1917 to 1925.

Dispute.	States Involved.	Cause.	Result.	Method of Settlement.
Glass Bottle Makers, 24/4/17 to 10/7/17	New South Wales Victoria South Australia	Protest against non-payment for defective bottles	An acceptance of payment of half their original demand was finally agreed to by employees	Conference between employers & employees with assistance of an arbitrator
Railway Workshop Employees, 2/8/17 to 30/11/17	New South Wales	Protest against introduction of the card system for job costing in workshops	Work resumed on antecedent conditions (Government terms). Card system to be given a trial for three months, after which to be subject of special inquiry	By negotiations with assistance of Secretary for Labour and Industry
Railway Employees other than Workshop Employees	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	Partly by voluntary return to work, and partly by filling of men's places
Industries other than Government Railways whose employees were affected	New South Wales	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Seamen, Waterside Workers, Tally Clerks	All States	Sympathy with New South Wales Government Workshop Employees	Work resumed on antecedent conditions	By voluntary return to work
Other Industries affected	Victoria	(a) Closing down of various works through shortage of supplies, and (b) refusal of the various unions to handle goods which had been handled by non-unionists on the waterfront	Work resumed on varying conditions in relation to industries	(a) On resumption of supplies (b) By the replacement of non-union labour by unionists on waterfront
Seamen, Queensland. Seamen came out in February and the remainder in May. Strike terminated on 26th August, 1919	New South Wales Victoria Queensland South Australia Western Australia Tasmania	Demand for increase of 35s. per lunar month; increase of 1s. per hour on overtime rates; 6-hour day in port. Insurance of £500 against death and compensation for illness	Wages increased by 35s. per month. Leave of absence and overtime increased, and other concessions	By round table conference summoned by Commonwealth Government
Marine Engineers, 13/12/19 to 28/2/20	New South Wales Victoria Queensland	Demand for increased rates and altered conditions of work and rates of overtime	Increased rates granted. Other matters to be dealt with by Tribunal	By negotiations and intervention of a distinctive third party
Building Trade Employees, 10/4/20 to 14/5/20	New South Wales Victoria South Australia	Against Saturday work. For reduction from 48 to 44 hours	Parties summoned in order to record agitation for reduced hours	Men decided by ballot to return to work on employers' terms
Marine Stewards and Pantrymen 15/12/20 to 25/1/21	New South Wales Victoria Queensland South Australia	Demand for 8 hours a day, and increased overtime	Work resumed on antecedent conditions	Stewards voluntarily offered to resume work
Seamen Interstate Shipping Services, 26/12/24 to 23/1/25	All states	Demand to be "picked up" at Union Rooms instead of at ship's side	Court fixed "picking up" place at Mercantile Marine Office in each State	By award of Commonwealth Court of Conciliation and Arbitration
Seamen Interstate and overseas services 12/6/25 to 7/8/25	All States	Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union	Demand conceded together with other modifications of Award, conditionally on Union agreeing not to exercise job control	By conference of parties

§ 2. Fluctuations in Employment.

1. **General.**—In Chapter II. variations in rates of wage in Australia since 1891 are indicated by index-numbers, while in Chapter I. variations in retail prices and in wholesale prices are shown by a similar method.

Employment index-numbers form a useful complement to figures showing the course of wages, prices, and purchasing-power of money, since they indicate the relative loss of time through lack of employment, and furnish a useful measure of the fluctuations of industrial activity regarded as a whole. While export statistics, for example, represent only the margin of national production sent overseas, statistics of employment measure the relative activity or depression of the whole of the industries to which they refer.

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 400,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, 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 provision is made in the rules for members out of work to pay reduced subscriptions. It may, therefore, be affirmed that percentage results based on trade union information fairly show the general trend of unemployment.

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

2. **Unemployment.**—(i) *States 1925.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally.

Unemployment—States, 1925.

State.	Unions Reporting.		Unemployed	
	Number.	Members.	Number.	Percentage.
New South Wales	102	166,062	18,252	11.0
Victoria	84	122,505	10,484	8.6
Queensland	44	35,852	2,365	6.6
South Australia	54	36,843	1,569	4.3
Western Australia	60	22,805	1,383	6.1
Tasmania	36	7,223	367	7.8
Australia	380	391,380	34,620	8.8

(ii) *Australia, 1891 to 1926 (1st Quarter).*—The following table gives particulars for Australia for the years 1891 to 1926 (1st 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—1891 to 1926 (1st Quarter).

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year ..	25	6,445	599	9.3
1896 " " ..	25	4,227	457	10.8
1901 " " ..	39	8,710	574	6.6
1907 " " ..	51	13,179	757	5.7
1908 " " ..	68	18,685	1,117	6.0
1909 " " ..	84	21,122	1,223	5.8
1910 " " ..	109	32,995	1,857	5.6
1911 " " ..	160	67,961	3,171	4.7
1912 " " ..	464	224,023	12,441	5.6
1913 (average for year) ..	462	246,068	16,054	6.5
1914 " " ..	459	268,938	22,344	8.3
1915 " " ..	470	276,215	25,063	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
1925 1st Quarter ..	405	406,859	37,836	9.3
2nd " " ..	355	359,133	36,490	10.2
3rd " " ..	372	376,278	29,861	7.9
4th " " ..	388	423,248	34,287	8.1
1926 1st " " ..	371	415,612	34,161	8.2

3. **Employment Index-Numbers.**—For convenience of examination and comparison the percentage of members not returned as unemployed is given below, and the result for each year is also stated in the form of an index-number with the year 1911 as base (=1000).

Unemployment.—Australia, Percentages and Index-Numbers, 1891 to 1925.

Particulars.	1891.	1901.	1911.	1913.	1914.	1915.	1917.	1918.	1919.	1921.	1922.	1923.	1924.	1925.
Percentage not returned as Unemployed	90.7	93.4	95.3	93.5	91.7	90.7	92.9	94.2	93.4	88.8	90.7	92.0	91.1	91.2
Employment Index-No., 1911=1000	952	980	1,000	981	962	952	975	983	980	932	952	975	956	957

The employment rates for 1912 and previous years relate to the end of the year in each case, as yearly averages were not available—those for 1913 and subsequent years represent yearly averages.

Subject to this qualification the figures in the first line of the table indicate the percentage of full time worked on the average in each year, while the second line shows the relative state of employment in each year compared with that in the year 1911 taken as =1000.

4. **Unemployment by Industries.**—(i) Australia 1925.—The following table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, &c., and domestic, hotels,

&c., are insufficiently represented in the returns owing to the impossibility of securing the necessary information from the trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

Unemployment in Industrial Groups—Australia, 1925.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
I. Wood, Furniture, etc. ..	17	20,198	1,311	6.5
II. Engineering, Metal Works, etc. . .	61	61,118	7,004	11.5
III. Food, Drink, Tobacco, etc. . .	50	38,251	3,730	9.8
IV. Clothing, Hats, Boots, etc. . .	20	39,649	2,445	6.2
V. Books, Printing, etc. . .	12	16,468	366	2.2
VI. Other Manufacturing . .	63	33,884	4,847	14.3
VII. Building . .	45	50,021	3,612	7.2
VIII. Mining, Quarrying, etc. . .	21	27,098	2,132	7.9
X. Land Transport other than Rail- way and Tramway services . .	9	11,690	671	5.7
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	82	93,003	8,502	9.1
All Groups . .	380	391,380	34,620	8.8

(ii) *Australia, 1912 and Quarterly, 1924 and 1925.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed during each quarter of 1924 and 1925. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison. The figures do not include persons out of work through strikes or lockouts.

Unemployment.—Australia, Percentages by Industries, 1912, 1924, and 1925.

INDUSTRIAL GROUP.	1912. End of Year.	1924.				1925.			
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
I. Wood, Furniture, etc. . .	3.7	2.8	3.2	5.6	7.0	7.8	5.3	4.3	8.0
II. Engineering, Metal Works, etc. . .	7.4	10.9	9.2	9.6	15.6	14.9	15.6	7.0	7.5
III. Food, Drink, Tobacco, etc. . .	7.3	12.0	10.7	10.8	12.6	9.6	10.6	7.9	10.9
IV. Clothing, Hats, Boots, etc. . .	6.3	4.4	6.3	8.0	11.4	7.8	6.8	7.1	3.3
V. Books, Printing, etc. . .	2.8	1.7	1.5	2.2	1.5	1.8	2.3	2.6	1.8
VI. Other Manufacturing . .	6.9	9.4	12.2	17.6	15.0	12.0	18.2	16.4	10.9
VII. Building . .	5.5	3.6	4.9	5.1	5.6	6.2	8.4	9.4	5.0
VIII. Mining, Quarrying, etc. . .	5.6	11.7	10.2	12.9	9.2	8.2	8.9	7.0	7.2
X. Other Land Transport . .	1.1	3.6	5.3	11.0	8.9	5.8	6.8	5.4	5.2
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	5.4	7.1	9.7	9.6	8.7	9.0	8.3	7.1	11.4
AUSTRALIA . .	5.6	7.6	8.3	9.5	10.3	9.3	10.2	7.9	8.1

5. **Unemployment—States.**—The results of the quarterly investigations as to unemployment in the years 1913 to 1924 were published in Labour Bulletins Nos. 1 to 18, and in the Quarterly Summary of Statistics, Nos. 70 to 103. The following table shows for each State the percentage of members of trade unions returned as unemployed during each quarter of 1924 and 1925. The percentage unemployed at the end of 1912 is also given for purposes of comparison. It must be borne in mind, however, that the classes of industry in the several States are not quite identical:—

Unemployment.—States, Percentages at the end of 1912; and Quarterly, 1924 and 1925.

STATE.	1912. end of Year.	1924.				1925.			
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
New South Wales	5.0	10.6	11.0	13.5	14.3	13.2	12.7	7.8	10.1
Victoria	6.7	5.1	6.4	7.8	9.1	7.7	9.8	9.9	7.1
Queensland	4.6	10.0	5.5	5.3	4.9	5.1	6.5	5.4	9.2
South Australia	5.1	3.8	4.4	5.4	4.9	3.6	4.8	6.1	3.6
Western Australia	5.8	4.8	4.8	6.1	6.1	5.8	6.1	6.0	5.5
Tasmania	8.4	2.1	5.2	4.2	3.8	5.5	11.3	9.3	5.6
AUSTRALIA	5.6	7.6	8.3	9.5	10.3	9.3	10.2	7.9	8.1

As is the case with the preceding table the figures do not include persons out of work through strikes or lockouts.

6. Causes of Unemployment.—The following tables give, for Australia, the membership of the unions reporting and the number and percentage of those unemployed under three main heads for the four quarters of, and for the years, 1921 to 1925:—

Unemployment.—Australia, Causes, Quarterly and Yearly, 1921 to 1925.

Particulars.	No. of Members of Unions report- ing.	Number of and Percentage Unemployed through—							
		Lack of Work.		Sickness and Accident.		Other Causes.		Total.	
		No.	%	No.	%	No.	%	No.	%
1921.									
1st quarter	334,155	34,555	10.4	2,802	0.8	578	0.2	37,935	11.4
2nd quarter	348,654	41,071	11.8	2,287	0.6	911	0.3	44,269	12.7
3rd quarter	360,512	37,786	10.5	2,733	0.7	680	0.2	41,199	11.4
4th quarter	346,703	31,420	9.1	2,385	0.7	643	0.2	34,457	9.9
Year	347,506	36,210	10.4	2,652	0.7	703	0.2	39,405	11.3
1922.									
1st quarter	361,304	30,605	8.5	2,547	0.7	845	0.2	33,997	9.4
2nd quarter	361,901	31,724	8.7	2,693	0.7	682	0.2	34,999	9.6
3rd quarter	371,582	33,295	8.9	2,548	0.7	720	0.2	36,560	9.8
4th quarter	390,304	30,441	7.8	2,415	0.6	687	0.2	33,543	8.6
Year	371,295	31,516	8.5	2,551	0.7	710	0.2	34,777	9.4
1923.									
1st quarter	377,209	24,005	6.4	2,465	0.7	552	0.1	27,112	7.2
2nd quarter	378,161	28,272	6.2	2,713	0.7	946	0.2	26,931	7.1
3rd quarter	380,256	24,647	6.5	2,047	0.5	528	0.1	28,122	7.4
4th quarter	362,129	20,104	5.6	2,531	0.7	947	0.3	23,073	6.4
Year	374,439	23,052	6.2	2,664	0.7	748	0.2	29,460	7.9
1924.									
1st quarter	370,840	24,323	6.5	2,638	0.7	1,208	0.3	27,348	7.4
2nd quarter	376,388	26,307	7.1	2,822	0.7	816	0.2	30,028	8.0
3rd quarter	376,517	24,850	6.7	2,073	0.5	622	0.2	28,045	7.5
4th quarter	371,481	27,651	7.5	2,775	0.7	710	0.2	31,145	8.4
Year	371,657	25,555	6.9	2,800	0.8	914	0.2	29,266	7.9
1925.									
1st quarter	373,566	26,927	7.2	2,782	0.7	653	0.2	30,342	8.1
2nd quarter	342,174	29,242	8.6	2,305	0.7	493	0.1	32,040	9.4
3rd quarter	367,607	25,281	6.9	2,637	0.7	563	0.2	28,511	7.8
4th quarter	413,248	26,413	6.4	2,770	0.7	1,100	0.2	30,288	7.3
Year	374,174	26,907	7.2	2,619	0.7	710	0.2	30,295	8.1

Comparison of the membership figures in the above table with those in sub-section 2, shows that the unions do not at all times give particulars as to causes of unemployment.

§ 3. State Free Employment Bureaux.

1. **General.**—As pointed out in Labour Report No. 6 (page 130), the systems of registration of applications for work and applications from employers are not uniform in the States, and this factor must, therefore, be taken into consideration in making comparisons of the figures relating to the operations of the Labour Bureaux.

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers, and the number of positions filled in Australia during the years 1921 to 1925. The figures for Western Australia included in this table and in subsequent tables for the years 1922 and 1923 relate to the twelve months ended 30th June; in all other cases the returns are for calendar years:—

State Free Employment Bureaux.—Summary, Australia, 1921 to 1925.

Year.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Period. ^a	Received during Period.	Total.	On Live Register at Beginning of Period.	Received during Period.	Total.	
1921	7,669	131,867	139,536	b797	b49,824	50,621	58,328
1922	8,304	134,750	143,054	c744	c59,968	60,712	58,351
1923	8,848	116,752	125,600	b655	c56,627	57,282	57,438
1924	11,802	156,361	168,163	b658	d63,451	64,109	65,549
1925	13,216	169,669	182,885	e595	f59,008	59,603	75,177

^a Exclusive of W.A.

^b Exclusive of Vic., S.A., W.A. and Tas.

^c Exclusive of Vic., S.A. and Tas.

^d Exclusive of S.A. and Tas.

^e N.S.W. only.

^f Exclusive of S.A., W.A., and Tas.

Compared with 1924 the number of applications for employment received during 1925 increased by 8.5 per cent., while the increase in the number of positions filled was 14.7 per cent. In regard to applications from employers, the number received during 1925 shows a decrease of 7.0 per cent. Applications from employers in Victoria were included for the first time in 1924.

3. **Details for each State.**—The following table shows the number of applications for employment and from employers, and the number of positions filled in each State during the year 1925:—

State Free Employment Bureaux.—Summary, States, 1925.

State.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.	Received during Year.	Total.	On Live Register at Beginning of Year.	Received during Year.	Total.	
New South Wales ..	145	45,289	45,434	595	39,542	40,137	33,609
Victoria ..	1,499	26,642	28,141	..	2,927	2,927	2,987
Queensland ..	10,936	69,092	80,028	..	16,539	16,539	16,400
South Australia ..	142	18,210	18,352	..	..	..	12,698
Western Australia ..	a	8,030	8,030	..	..	..	7,175
Tasmania ..	494	2,406	2,900	..	..	..	2,308
Total ..	513,216	169,669	182,885	c 595	459,008	59,603	75,177

(a) Not available. (b) Exclusive of W.A. (c) Exclusive of Vic., Qld., S.A., W.A., and Tas.
(d) Exclusive of S.A., W.A., and Tas.

The percentages of applicants who obtained employment through the Bureaux in the various States were:—New South Wales, 74; Victoria, 11; Queensland, 24; South Australia, 70; Western Australia, 89; Tasmania, 96; and all States combined 44 per cent.

4. Details in Industrial Groups.—The next table gives details for the year 1925 in industrial groups:—

State Free Employment Bureaux.—Summary, Industrial Groups, Australia, 1925.

Industrial Group.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.(c)	Received during Year.	Total.	On Live Register at Beginning of Year.(b)	Received during Year.(c)	Total.	
I. Wood, Furniture, Saw-mill, Timber Workers, etc. ..	90	1,341	1,431	3	76	78	326
II. Engineering, Metal Works, etc. ..	655	10,453	11,108	10	1,435	1,445	2,039
III. Food, Drink, Tobacco, etc. ..	690	3,145	3,835	..	528	528	464
IV. Clothing, Hats, Boots, etc.	436	2,030	2,466	1	556	557	536
V. Books, Printing, etc. ..	5	321	326	..	17	17	28
VI. Other Manufacturing ..	..	332	332	..	175	175	124
VII. Building ..	1,158	10,289	11,447	2	2,950	2,952	3,675
VIII. Mining, Quarrying, etc.	288	2,351	2,639	..	265	265	351
IX. Rail and Tram Services	307	19,872	19,979	..	449	449	11,422
X. Other Land Transport	5	934	939	2	602	604	551
XI. Shipping, Wharf Labour, etc. ..	2	87	89	..	40	40	42
XII. Pastoral, Agricultural, Rural, etc. ..	1,194	14,766	15,960	186	9,676	9,862	11,855
XIII. Domestic, Hotels, etc.	516	9,862	10,378	349	11,759	12,108	8,821
XIV. General Labour and Miscellaneous ..	7,870	94,086	101,956	42	30,481	30,523	34,943
Total ..	13,216	169,669	182,885	595	59,008	59,603	75,177

(a) Exclusive of W.A. (b) Exclusive of Vic., Qld., S.A., W.A., and Tas. (c) Exclusive of S.A., W.A., and Tas.

As pointed out previously, the work of the Bureaux in the various States is not on uniform lines. For example, in States in which Government Departments obtain workers from the Labour Bureaux, the numbers of workers are larger in comparison than in the same groups in other States. It should be noted also that special provisions for female workers are not made in all States.

The majority of positions filled during 1925 were in industrial groups which comprise for the most part unskilled workers, the largest number filled being in Group XIV. (General Labour and Miscellaneous) with 46 per cent., followed by Groups XII. (Pastoral, Agricultural, etc.), 16 per cent., and IX. (Rail and Tram Services), 15 per cent.

In Group XIV. the percentage of positions filled in New South Wales was 50, and in Queensland 31 per cent. In Group XII., New South Wales, Western Australia and Queensland account for 95.5 per cent., i.e., New South Wales, 51.6 per cent., Western Australia, 32.5 per cent., and Queensland, 11.4 per cent. Most of the positions in Group IX. were filled in South Australia (96 per cent.), where a considerable amount of railway work was in progress.

5. **Details by Sexes.**—The following table gives particulars, for male and female workers separately, of the number of applications for employment, and from employers, and the number of positions filled in Australia during the year 1925.

State Free Employment Bureaux.—Details by Sexes, Australia, 1925.

Particulars.	Applications for Employment.			Applications from Employers.			Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.	On Live Register at Beginning of Year.(b)	Received during Year.(c)	Total.	
Males	12,668	160,295	172,963	228	47,050	47,278	66,610
Females	548	9,374	9,922	367	11,958	12,325	8,567
Total	13,216	169,669	182,885	595	59,008	59,603	75,177

(a) Exclusive of W.A.

(b) Exclusive of Vic, Qld., S.A., W.A. and Tas.

(c) Exclusive of S.A., W.A., and Tas.

Of the total number of registrations for employment during the year 1925, 94.5 per cent. (against 93.8 per cent. in 1924) were made by males, and 5.5 per cent. by females. The percentage of positions filled for males was 88.6 per cent. (against 85.3 per cent. in 1924), and for females, 11.4 per cent.

For every 1,000 applications for employment from male workers, 385 positions were filled in 1925, as against 354 in 1924, while the number of positions found for female workers for every 1,000 applications was 863.

§ 4. Assisted Immigration.

1. **General.**—The following table shows the number of immigrants the cost of whose passage was wholly or partly defrayed by the State Governments up to the end of the year 1919, and the number arriving in each year since that date.

Assisted Immigration.—Summary, Australia, to 31st December, 1925.

Particulars.	To end of 1919.	1920.	1921.	1922.	1923.	1924.	1925.	Total.
No. of Immigrants	839,792	9,059	14,682	24,258	20,045	25,036	24,827	664,299

For the three pre-war years 1911 to 1913 inclusive, the average number of assisted immigrants was 41,317. In 1914, as the result of the outbreak of war, the number dropped to 20,805. In each of the years 1915 to 1919 inclusive, the number was small, and in 1919 was only 245. Increases are shown in the years 1920 to 1923, and slight decreases in 1924 and 1925. The number for 1925 represents only 60 per cent. of the average for the three pre-war years.

2. **Immigrants to each State.**—The next table shows the numbers of assisted immigrants arriving in each State during the year 1925 :—

Assisted Immigration.—States, 1925.

Particulars.	N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Total.	
Selected	{ Male	1,668	4,030	620	89	1,588	6	8,001
	{ Female	571	829	79	124	527	..	2,130
Nominated	{ Male	3,213	1,752	796	520	724	55	7,060
	{ Female	3,336	1,978	823	559	862	78	7,636
Total ..	8,788	8,589	2,318	1,292	3,701	139	24,827	

3. **Immigrants in Industrial Groups.**—The following table gives the number of assisted immigrants of each sex classified in industrial groups, dependents being specified separately :—

Assisted Immigration.—Sexes and Industrial Groups, Australia, 1925.

INDUSTRIAL GROUP.	SELECTED.			NOMINATED.		
	Males.	Females.	Total.	Males.	Females.	Total.
I. Wood, Furniture, etc. .. .. .	..	..	..	149	..	149
II. Engineering, Metals, etc. .. .. .	..	..	..	774	1	775
III. Food, Drink, Tobacco, etc. .. .. .	..	..	..	96	15	111
IV. Clothing, Hats, Boots, etc. .. .. .	..	..	..	161	280	441
V. Books, Printing, etc. .. .. .	..	..	..	40	14	54
VI. Other Manufacturing .. .. .	..	..	..	89	20	109
VII. Building	2	..	2	183	..	183
VIII. Mining .. .. .	..	..	..	601	..	601
IX. Rail and Tramway Services .. .. .	..	..	..	63	..	63
X. Other Land Transport .. .. .	..	..	..	139	2	141
XI. Shipping, Wharf Labour, etc. .. .. .	..	..	..	52	..	52
XII. Pastoral, Agricultural, etc.	7,507	11	7,518	600	4	604
XIII. Domestic, Hotels, etc. .. .. .	..	1,174	1,174	50	1,027	1,077
XIV. General Labour and Miscellaneous Dependents	492	945	1,437	1,206	381	1,587
				2,852	5,892	8,744
Total	8,001	2,130	10,131	7,000	7,636	14,636

Of the total number of immigrants, 10,181, or 41 per cent. were dependents, of whom 67 per cent. were females. Exclusive of dependents, 69.2 per cent. of the males were in Group XII. (Agricultural, etc.), and 75.1 per cent. of the females in Group XIII. (Domestic, etc.).

§ 5. Industrial Accidents.

1. **Scope of Inquiry.**—A list of the districts from which returns of industrial accidents are received is given on page 135 of Labour Report No. 6. Limitations of space preclude its repetition in the present number. The tables in the following sub-paras. do not include non-fatal mining accidents in New South Wales, particulars of which are not available.

2. **Number of Accidents reported.**—The following table shows the number of accidents reported in each State during the years 1921 to 1925:—

Industrial Accidents.—Numbers, 1921 to 1925.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.	
No. of Fatal Accidents	1921 ..	42	26	80	3	28	9	194
	1922 ..	35	18	17	3	10	4	85
	1923 ..	49	22	14	5	12	6	108
	1924 ..	49	13	12	8	13	1	96
	1925 ..	53	12	13	6	19	6	114
No. of Accidents incapacitating for over 14 days	1921 ..	..	431	298	104	371	40	1,303
	1922 ..	801	517	474	176	363	42	2,363
	1923 ..	960	676	473	234	319	117	2,652
	1924 ..	1,061	473	545	290	250	104	2,741
	1925 ..	992	453	428	266	415	78	2,632

During the year 1925 a considerable increase in the number of accidents which proved fatal was reported. Slight decreases were recorded in Victoria and South Australia, but in each of the other States increases occurred. The number of non-fatal accidents incapacitating for over 14 days declined in all States excepting Western Australia, where non-fatal accidents increased from 259 in 1924 to 415 in 1925.

3. **Accidents in Industrial Groups.**—The next table gives the number of accidents in industrial groups for Australia during 1925.

Industrial Accidents.—Number Reported in Industrial Groups, Australia, 1925.

Industrial Group.	Fatal.	Incapacitating for over 14 days.
I. Wood, Furniture, etc.	13	275
II. Engineering, etc.	9	718
III. Food, Drink, etc.	3	117
IV. Clothing, Hats, etc.	1	130
V. Books, Printing, etc.	1	160
VI. Other Manufacturing	9	129
VII. Building and Scaffolding	6	35
VIII. Mining	64	974
IX. Lifts	5	22
X. Miscellaneous	3	72
Total	114	2,632

As usual, the largest number of accidents both fatal and non-fatal occurred in the mining industry, the percentages being 56 for fatal and 37 for non-fatal on the respective totals recorded for all industrial accidents.

4. **Mining Accidents.**—(i) *Sources of Information.*—Information regarding mining accidents is obtained from the sources specified in previous reports (see No. 11, page 175).

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments in each State during the year 1925.

Mining Accidents.—Classification according to Causes, 1925.(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	..	..	..	..	1
" " Falls of Ground	2	..	..	..	5	..	7
" " Falling down shafts, etc. .. .. .	..	..	..	..	2	..	2
Other Accidents .. .. .	..	..	..	..	4	..	4
2. Above Ground—							
Accidents caused by machinery in motion	1	..	..	..	1	..	2
Other Accidents	(b)7	..	1	..	1	..	10
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
.. .. .	..	..	1	1	1	1	4
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	3	..	..	..	..	..	3
Accidents caused by Explosives (Dynamite, etc.) .. .. .	..	..	..	..	..	..	..
Accidents caused by Falls of Earth	14	3	2	..	..	..	19
Other Accidents	8	..	..	..	..	..	8
2. Above Ground—							
Accidents caused by Machinery in Motion .. .. .	..	2	1	..	..	..	3
Other Accidents	1	..	..	..	..	..	1
Total	36	6	5	1	14	2	64

(a) The figures relating to mining accidents do not in all cases correspond with those published by the States Mines Departments, the discrepancies being partly due to the fact that accidents occurring in certain metallurgical works 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) Includes six quarry accidents.

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

Cause of Accident.	(a)		Q'land.	S.A.	W.A.	Tas.	(b) Total.
	N.S.W.	Vic.					
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives	2	..	2	..	4
" " Falls of Ground	4	7	..	10	4	34
" " Falling Down Shafts, etc.	1	..	1	..	2
Other Accidents	1	98	..	198	25	320
2. Above Ground—							
Accidents caused by Machinery in Motion	9	..	9
Other Accidents	33	2	71	29	135
3. Accidents in Batteries, Ore-dressing, Smelt- ing and other Metallurgical Works, etc.							
..	53	179	18	7	257
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	4	..	..	..	4
Accidents caused by Explosives (Dyna- mite, etc.)	2	1	..	..	..	3
Accidents caused by Falls of Earth	8	22	..	11	..	41
Other Accidents	8	78	..	57	..	143
2. Above Ground—							
Accidents caused by Machinery in Motion	1	2	..	..	..	3
Other Accidents	9	..	10	..	19
Total	25	307	181	396	65	974

(a) Not available.

(b) Exclusive of New South Wales.

The number of accidents occurring below ground in 1925 was considerably larger than that occurring above ground, the respective figures for the year being 44 fatal and (b)551 non-fatal accidents below ground, and 20 fatal and (b)423 non-fatal accidents above ground.

(iii) *Proportion per 1,000 Persons Employed in Mining.*—The table hereunder shows the number of persons who met with accidents per 1,000 persons employed in 1924. Comparative figures for 1925 are not yet available.

Number of Fatal and Non-fatal Accidents per 1,000 Persons Engaged in Mining, 1924.

STATE.	FATAL ACCIDENTS.		NON-FATAL ACCIDENTS.		ALL ACCIDENTS.	
	Metal Mining.	Coal Mining.	Metal Mining.	Coal Mining.	Fatal.	Non-fatal.
New South Wales	0.98	1.09	(a)	(a)	1.05	(a)
Victoria .. .. .	..	1.31	1.01	5.24	0.70	3.26
Queensland	0.57	0.35	72.58	55.87	0.47	65.15
South Australia	0.94	..	225.43	..	6.94	225.43
Western Australia	1.60	2.97	28.85	102.53	1.75	86.73
Tasmania	0.43	..	32.45	..	0.38	29.11
Australia	1.14	1.07	(b)40.23	(b)39.45	1.10	(b)45.60

(a) Not available.

(b) Exclusive of New South Wales.