

## 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 workpeople, 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.

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\* 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.

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\* 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 decided 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, 1928.**—The following table gives particulars of industrial disputes involving stoppage of work during the year 1928 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 1927 was published in Labour Reports Nos. 5 to 18.

The number of industrial disputes recorded during 1928 was 287 as compared with 441 during the previous year. In New South Wales 230 disputes occurred. Of this number 186 involved workpeople engaged in coal mining and quarrying. Working days lost during 1928 totalled 777,278 for all disputes in Australia as compared with 1,713,581 working days lost during 1927. The estimated loss of wages was £1,676,696 in 1927 as against £775,359 in the following year. The losses in working days and wages are the lowest recorded since 1918.

\* 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, 1923.

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.		
<b>New South Wales—</b>								£
II.	Engineering, metal works, etc.	10	10	1,197	540	1,716	36,330	35,768
III.	Food, drink, etc.	1	1	15	21	30	1,188	1,035
VI.	Other manufacturing	4	4	298	6	304	3,221	1,444
VII.	Building	3	7	104	10	210	2,184	2,070
VIII.	Mines, quarries, etc.	136	136	66,058	5,638	71,696	310,839	372,398
X.	Other land transport	1	1	40	18	56	1,798	1,937
XI.	Shipping, wharf labour, etc.	14	52	1,463	3,871	5,334	118,800	102,373
XIII.	Domestic, hotels, etc.	1	42	130	..	130	1,170	880
XIV.	Miscellaneous	10	10	908	..	908	4,864	3,363
	Total	230	313	70,303	10,119	80,422	430,394	521,768
<b>Victoria—</b>								
I.	Wood, sawmill, timber, etc.	2	4	57	98	155	1,329	1,460
III.	Food, drink, etc.	4	4	124	40	164	1,760	1,646
IV.	Clothing, hats, boots, etc.	2	2	96	35	131	2,016	1,976
VI.	Other manufacturing	1	1	24	..	24	120	113
VII.	Building	2	2	60	10	70	1,190	1,112
IX.	Railway and tramway services	1	1	1,296	..	1,296	1,296	1,000
X.	Other land transport	1	1	7	..	7	70	80
XI.	Shipping, wharf labour, etc.	8	38	2,045	1,384	4,029	102,878	89,007
	Total	21	51	4,309	1,567	5,876	110,659	96,454
<b>Queensland—</b>								
III.	Food, drink, etc.	1	1	158	71	229	1,374	1,529
VII.	Building	1	1	10	..	10	45	43
VIII.	Mines, quarries, etc.	2	2	214	..	214	1,062	2,354
XI.	Shipping, wharf labour, etc.	6	26	2,143	369	2,512	60,840	51,936
XII.	Pastoral, agricultural, etc.	1	293	368	230	538	6,468	6,086
XIV.	Miscellaneous	1	1	76	..	76	75	60
	Total	12	329	2,953	670	3,628	70,764	62,008
<b>South Australia—</b>								
VIII.	Mines, quarries, etc.	1	1	7	2	9	297	298
IX.	Railway and tramway services	1	1	25	..	25	25	17
XI.	Shipping, wharf labour, etc.	5	37	1,756	1,209	2,964	49,343	42,374
XIV.	Miscellaneous	1	1	470	..	470	5,170	3,400
	Total	8	40	2,257	1,211	3,468	54,835	45,999
<b>Western Australia—</b>								
I.	Wood, sawmill, timber, etc.	1	1	45	10	55	905	491
III.	Food, drink, etc.	1	1	82	98	150	300	48
V.	Books, printing, binding, etc.	1	38	275	35	310	23,500	16,250
VIII.	Mines, quarries, etc.	3	3	320	100	420	1,052	1,180
IX.	Railway and tramway services	2	2	240	..	240	2,000	2,016
XI.	Shipping, wharf labour, etc.	2	16	1,113	209	1,327	27,081	23,337
XIV.	Miscellaneous	1	1	26	..	26	209	150
	Total	11	62	2,106	422	2,528	54,896	43,472
<b>Tasmania—</b>								
VIII.	Mines, quarries, etc.	2	2	165	..	165	2,005	2,515
XI.	Shipping, wharf labour, etc.	1	5	200	..	200	3,050	2,600
XIV.	Miscellaneous	1	1	6	84	90	450	393
	Total	4	8	371	84	455	5,505	5,508

## Industrial Disputes in Industrial Groups, 1928—continued.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. In-volved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	In-directly.	Total.		
<b>Northern Territory—</b>								
XIV.	Miscellaneous .. ..	1	1	45	..	45	135	£ 160
	<b>Total .. ..</b>	<b>1</b>	<b>1</b>	<b>45</b>	<b>..</b>	<b>45</b>	<b>135</b>	<b>150</b>
<b>All States—</b>								
I.	Wood, sawmill, timber, etc. . .	3	5	102	108	210	1,034	1,951
II.	Engineering, metal works, etc.	10	10	1,197	549	1,746	36,350	35,768
III.	Food, drink, etc., manufacturing and distribution .. ..	7	7	379	200	579	4,622	4,258
IV.	Clothing, hats, boots, etc. . .	2	2	96	35	131	2,019	1,376
V.	Books, printing, binding, etc. . .	1	38	275	35	310	23,560	16,250
VI.	Other manufacturing .. ..	5	5	322	6	328	3,341	1,557
VII.	Building .. ..	6	10	264	26	290	3,419	3,225
VIII.	Mines, quarries, etc. . .	194	194	66,764	5,740	72,504	316,245	378,655
IX.	Railway and tramway services	4	4	1,561	..	1,561	3,411	3,033
X.	Other land transport .. ..	2	2	47	18	65	1,868	2,017
XI.	Shipping, wharf labour, etc. . .	36	172	9,324	7,042	16,366	361,992	312,287
XII.	Pastoral, agricultural, etc. . .	1	298	355	230	585	6,468	6,086
XIII.	Domestic hotels, etc. . .	1	42	130	..	130	1,170	880
XIV.	Miscellaneous .. ..	15	15	1,530	84	1,614	10,302	8,016
	<b>Total—Australia (a) .. ..</b>	<b>287</b>	<b>804</b>	<b>82,349</b>	<b>14,073</b>	<b>96,422</b>	<b>777,278</b>	<b>775,359</b>

(a) The following disputes commenced in, and were uncompleted at the end of, the year 1927, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1928, viz. :—

State.	No. of Disputes.	No. of Establishments.	No. of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales .. ..	4	4	556	20	576
Queensland .. ..	1	1	21	..	21
Western Australia .. ..	1	1	160	..	160
<b>Total .. ..</b>	<b>6</b>	<b>6</b>	<b>737</b>	<b>20</b>	<b>757</b>

7. **Particulars of Principal Disputes in 1928.**—(i.) *General.*—The preceding tables show the number and effect of all disputes for the year 1928, classified according to Industrial Groups. Details regarding the more important disputes which occurred during the year are given hereunder. The figures disclose a decrease compared with those of the previous year as regards number of disputes occurring and working days and wages lost, the decreases being respectively 35, 55, and 54 per cent. The number of disputes is the lowest since 1924. The tables show that of the total number of disputes (287) which occurred in 1928 no less than 194 occurred in connexion with the mining industry, and of these 186 occurred in New South Wales. The total loss in wages through all disputes in Australia was £775,359. The loss through disputes in the coal-mining industry in New South Wales was £372,398, or 48 per cent. of the total loss in wages for Australia.

(ii.) *Details regarding Disputes.*—Maritime workers were involved in two serious dislocations during the year, viz., the marine cooks' dispute which commenced on 3rd March, and the wharf labourers and stevedores' dispute during September. The marine cooks' trouble commenced on 3rd March on the refusal of the owners of the s.s. *Ulimaroa*, berthed at Sydney, to accede to the demand of the cooks to add a cook and a sculleryman to the ship's complement in addition to filling the place of second cook which had become vacant. The Union sent an ultimatum to the owners stating that the second cook would not be signed on unless the additional assistance was engaged. The owners declined to engage the extra help and the vessel, which was due to depart for New Zealand, was held up and many passengers were inconvenienced. The owners took definite action by giving the crew 24 hours' notice.

No settlement of the dispute was reached during March, and early in April the trouble extended owing to the cooks on other vessels refusing to offer for employment in sympathy with the cooks involved in the dispute on the s.s. *Ulimaroa*. Steamers were laid idle at Sydney, Melbourne, Adelaide and other ports. During May and June interstate shipping became greatly disorganized, as the vessels on reaching home ports were laid up. Seamen, wharf labourers and other workpeople directly and indirectly concerned with maritime services were thrown out of employment.

Attempts were made by the Australasian Council of Trade Unions to intervene in the dispute, but the officials of the Marine Cooks' Association were not disposed to hand over control.

The Commonwealth Steamship Owners' Association made application to the Commonwealth Court of Conciliation and Arbitration on 27th April for the suspension or cancellation of the Marine Cooks, Bakers and Butchers' award, and after hearing arguments, the Chief Judge ruled that the respondent union had indulged in direct action and intimated that unless the union satisfied the Court that its attitude would be abandoned action would be taken to preclude members of the union from benefits under the award. Notwithstanding the Court's ruling, the cooks continued the dispute and consequently the award was suspended.

The cooks decided on 14th June to accept the owners' terms of settlement and arrangements were made to recommission the vessels, but complete settlement was not reached for some days, as the owners contended that the union was not abiding by the terms of settlement in regard to the free selection of men for employment.

The Waterside Workers' dispute commenced on the 10th September, when wharf labourers and stevedores ceased work on being informed that they were employed under the terms of the award made by Judge Beeby of the Commonwealth Court of Conciliation and Arbitration on 21st August, 1928. The officials of the Waterside Workers' Federation had previously informed the employers of their decision to repudiate the award, and had asked for a conference to arrive at an agreement independent of the award. The employers refused to accede to the request for a conference, and consequently work on the wharfs ceased. All States were affected, but the trouble was most acute at Melbourne, Port Adelaide, Fremantle, and Queensland ports. Waterside workers at Sydney were prepared to work, but owing to the ships being laid up at other ports little employment was offering. It was estimated that the number of vessels held up in the various ports was

approximately 70. Volunteer crews were engaged for some vessels which were declared "black." The Federal Council of the Waterside Workers' Federation recommended that the award be accepted under protest, but certain sections of the organization refused to carry out the decision of the Council, and the dispute became widespread.

Under the provisions of the *Transport Workers' Act* 1928, waterside workers were required to obtain a licence, and when the system was brought into operation on 1st October large numbers of non-unionists applied for licences, and disturbances occurred at Melbourne and other ports.

At an Inter-State Conference of maritime workers' unions the opinion was expressed that the Act was a direct challenge to the trade union movement, and instructed all trade unions to oppose the introduction of "free" labour and instructed members not to apply for licences under the Act.

Information as to the provision of this Act and of the number of licences issued is given hereunder :—

The Transport Workers' Act, No. 37 of 1928, was assented to on 24th September, 1928, and came into operation during the waterside workers' dispute.

The third section of the Act is a departure from the usual type of Commonwealth legislation. It confers on the Governor-General the power to make regulations which notwithstanding anything in any other Act (but subject to the Acts Interpretation Acts of 1901-1918 and 1904-1916) "shall have the force of law, with respect to the employment of transport workers, and in particular for regulating the engagement, service, and discharge of transport workers, and the licensing of persons as transport workers, and for regulating and prohibiting the employment of unlicensed persons as transport workers, and for the protection of transport workers."

The term "transport worker" has the wide interpretation of "persons applying for or engaged in work in or in connexion with the provision of services in the transport of persons or goods in relation to trade or commerce by sea with other countries or among the States."

The regulations under the Act required one section of transport workers, viz., waterside workers, to obtain licences to carry on their occupation, as from 1st October, 1928, but this is compulsory only at the ports for which a licensing officer has been appointed. Under the direction of the Minister for Trade and Customs, the Comptroller-General appointed ten licensing officers for thirteen ports, the application of the regulations to each port being considered in the light of the local industrial situation.

Licensing officers were appointed at the following ports :—Melbourne, Port Adelaide, Fremantle, Newcastle, Brisbane, Bundaberg, Bowen, Port Douglas, and for Innisfail, Goondi and Mourilyan, and Townsville and Lucinda. It was not considered necessary to extend the licensing system to other ports. In the main ports licensing commenced on 1st October, 1928, and at other ports a few days later. The number of licenses issued was approximately 27,000, and the great majority were taken out at the time of, and immediately following, the settlement of the waterside dispute.

Provision is made for the cancellation of the licence of a waterside worker who, *inter alia*, refuses to comply with any lawful order given in relation to his employment or who, after offering for or engaging to work, refuses to work

in accordance with the terms of the waterside workers' award, or who exercises intimidation or violence in relation to or uses threatening or abusive language to another licensed person, or who is convicted of an offence such as pillaging of cargo, smuggling, &c., of a nature indicating his unfitness for employment as a waterside worker. The regulations also provides penalties on employers, employees, and others committing breaches of the regulations

The following statement shows briefly the proceedings taken in the Commonwealth Court of Conciliation and Arbitration in reference to the waterside workers' dispute.

On 13th September Judge Beeby, on the application of the employers, made a declaration under section 7 of the Act that a strike existed in the industry in which waterside workers covered by the award of Judge Beeby on 21st August, 1928, were employed.

On 15th September leave was given by Chief Judge Dethridge to an application, on behalf of the Commonwealth, to prosecute the Waterside Workers' Federation for a contravention of Section 6 of the Commonwealth Conciliation and Arbitration Act. Pursuant to the leave so granted the Federation was prosecuted before a Court of Petty Sessions constituted by a Police Magistrate in Melbourne on the 22nd September, 1928, convicted and fined £1,000.

On 20th September the Chief Judge, on the application of employers, suspended in respect of the Ports of Fremantle, Adelaide, Port Kembla, Melbourne (as to members of the Port Phillip Stevedores Branch of the Waterside Workers' Federation only), Brisbane, Mackay, and Bowen those clauses in the award relating to preference of employment for members of the claimant Federation or to priority of engagement for those members.

On 22nd October, 1928, the Chief Judge suspended generally clauses in the award relating to preference of employment for members of the Federation or to priority of engagement for those members, and varied the award (a) by inserting therein provisions enabling the employment of wharf workers on weekly hiring; (b) by providing, in respect of the "Oversea Section" of the Port of Melbourne "pick up" places other than those originally prescribed. At the same time the award was interpreted in respect of other matters.

Members of the Waterside Workers' Union at different ports took out licences under the Transport Workers' Act on varying dates, but the members at Brisbane and Melbourne refrained from taking out licences until 17th October. Feeling on the wharfs and at "pick up" places ran very high, and clashes occurred between unionists and non-unionists. The members of the union were prepared to work under the terms of the award and took out licences, but at Melbourne, Adelaide, Brisbane and other ports many unionists were displaced by non-unionists who took out licences during the term of the dispute.

Disputes at the collieries in New South Wales during the year were numerous and resulted in a loss of 310,839 working days. The dislocations of work were mainly due to local differences between the members of the lodges and the managements, and there was no concerted stoppage of work involving the total industry during the period.



Boilermakers at the Government Dockyards, Newcastle, ceased work on 14th February and did not resume until 23rd March. The stoppage was a protest against a system of payment by results or piece-work. A compulsory conference convened by the Commonwealth Conciliation Commissioner was unsuccessful in terminating the dispute. The New South Wales Government decided to close down the works, and informed the employees that the Government would consider the disposal of the dockyards. After further negotiations the men decided to resume work and accept the piece-work system.

A dispute in which the crew of the Victorian lighthouse steamer s.s. *Lady Loch* was involved occurred in January and continued for some weeks. The trouble originally started over penalties imposed under the Navigation Act on certain seamen for being absent without leave, but later as a protest against the decision of the Federal Government to place the crew under Public Service conditions, which the men claimed was a distinct change from the practice for 20 years, and introduced different wages and conditions to those covering other seamen engaged in the Australian trade. The Government, however, decided to bring the manning of the s.s. *Lady Loch* and other lighthouse steamers under the provisions of the Public Service Act, and applications were called for the positions. Many applications were received and the required number of men was chosen, including a number of the original crew of the vessel.

An extensive dispute in Western Australia, involving employees in the job printing industry in Perth, occurred on 23rd February and continued until 24th May. Over 300 workpeople, including a number of female employees, ceased work. The agreement governing rates of wage and working conditions in the job printing industry had expired and negotiations for a new agreement were proceeding between the representatives of the employees and the employers. A revised schedule of rates and conditions which would ensure to members of the union a greater share in the profits of the industry was submitted to a conference in January, but the new schedule was rejected by the employers.

Further negotiations took place, and the matter was referred to a full meeting of the Employers' Association, when the employers adhered to their original decision.

The union asked for a further conference, the negotiations to be confined, so far as the employees were concerned, to wages, holidays and sick pay.

The request of the union was rejected, and the board of management of the union decided to put into operation the decision that members should refuse to fill in their daily time dockets and also refuse to work overtime. The members carried out the instructions from the union, with the result that employees in most offices in the metropolitan area were instantly dismissed.

The State Arbitration Court intervened in the dispute, and the parties were summoned to a compulsory conference which, however, did not result in a settlement. Application for the appointment of an industrial board was made to the Industrial Court by the union, but the President deferred the decision.

Following a conference in the Arbitration Court between representatives of the parties involved in the dispute a settlement was reached. The terms of settlement safeguarded the interests of apprentices involved in the dispute, and provided that no victimization should occur. The employees returned to work on the same conditions and rates of pay as existed at the commencement of the dispute.

8. **Industrial Disputes, 1924 to 1928.**—(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 1924 to 1928, and the aggregate for the whole period:—

**Industrial Disputes—Australia, 1924 to 1928.**

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.
<b>NUMBER OF DISPUTES.</b>						
1924 ..	31	15	410	23	25	504
1925 ..	39	15	391	30	24	499
1926 ..	60	17	227	29	27	360
1927 ..	60	19	285	41	36	441
1928 ..	28	6	194	42	17	287
1924 to 1928..	218	72	1,507	165	129	2,091
<b>NUMBER OF WORKPEOPLE INVOLVED.</b>						
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
1926 ..	12,408	924	93,107	2,901	3,694	113,034
1927 ..	11,368	9,690	132,766	42,487	4,446	200,767
1928 ..	3,304	290	72,504	17,992	2,332	96,422
1924 to 1928..	42,399	15,539	567,662	94,005	19,710	739,405
<b>NUMBER OF WORKING DAYS LOST.</b>						
1924..	116,427	28,204	662,257	35,479	26,279	918,646
1925 ..	129,808	37,615	577,132	291,415	92,600	1,128,670
1926 ..	271,049	10,015	950,770	36,693	41,734	1,310,261
1927 ..	168,432	342,649	868,779	304,586	29,135	1,713,581
1928..	71,803	3,419	316,245	367,271	18,540	777,278
1924 to 1928..	757,519	421,902	3,375,183	1,035,444	208,288	5,848,336
<b>ESTIMATED LOSS IN WAGES.</b>						
1924 ..	£ 80,746	£ 21,359	£ 735,672	£ 61,823	£ 18,199	£ 917,699
1925 ..	124,894	35,674	638,755	209,521	48,700	1,107,544
1926 ..	249,712	7,721	1,098,111	27,306	32,963	1,415,813
1927 ..	138,418	293,792	1,009,580	210,214	24,692	1,676,696
1928 ..	61,160	3,225	378,655	317,337	14,882	775,359
1924 to 1928..	654,930	361,771	3,910,673	826,201	139,536	5,893,111

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. During the year 1928 disputes classified in the Mining Group (VIII.) represented 68 per cent. of the total during the year, as compared with 65 per cent during 1927.

During the past five years working days lost through dislocations of work, involving workpeople engaged in mining and quarrying work numbered 3,375,183, representing 58 per cent. of the total loss of working days during the period. The majority of the disputes causing this high percentage of loss involved employees in the coal-mining districts of New South Wales. In making any comparison as to the number and magnitude of disputes in this particular class, mention should be made that the number of workers engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States. Two serious disputes, involving maritime and waterside workers, were responsible for the higher figures relating to working days and wages lost in the Transport Group during the year 1928.

(ii) *States.*—The number of industrial disputes in each State during the years 1924 to 1928, 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, 1924 to 1928.

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	1924	416	584	116,087	17,648	133,735	706,796	£ 755,142
	1925	430	458	123,292	10,937	140,229	649,840	736,001
	1926	256	631	68,281	28,359	96,640	1,111,230	1,229,410
	1927	339	470	108,116	40,425	148,541	1,188,963	1,230,060
	1928	2230	813	70,303	10,119	80,422	480,394	621,768
Victoria	1924	30	36	9,621	416	10,037	66,567	50,735
	1925	19	158	6,428	3,172	8,600	131,737	180,817
	1926	33	39	6,320	2,245	8,565	106,735	106,423
	1927	24	86	8,987	234	9,221	54,367	44,470
	1928	21	51	4,309	1,567	5,876	119,859	96,454
Queensland	1924	25	30	2,889	246	3,135	47,214	42,018
	1925	22	64	20,432	840	21,272	219,826	164,480
	1926	29	37	2,054	391	2,445	30,118	27,412
	1927	30	376	29,894	640	30,234	428,135	325,884
	1928	212	329	2,958	670	3,628	70,764	62,008
South Australia	1924	14	52	1,546	147	1,693	19,459	14,851
	1925	11	24	1,113	281	1,399	19,463	12,240
	1926	17	60	2,006	740	2,748	22,836	17,133
	1927	19	24	6,517	1,359	7,876	51,284	40,268
	1928	8	40	2,257	1,211	3,468	54,835	45,999
Western Australia	1924	13	233	2,131	1,366	3,497	66,734	42,329
	1925	10	180	3,321	814	4,135	98,911	66,858
	1926	9	28	523	78	601	9,051	5,998
	1927	20	25	3,345	47	3,392	23,819	19,944
	1928	211	62	2,106	422	2,528	54,898	43,472
Tasmania	1924	5	5	268	54	322	11,666	12,268
	1925	3	16	169	76	239	2,989	2,500
	1926	10	12	660	231	891	5,080	4,363
	1927	6	6	354	421	775	14,950	9,182
	1928	4	8	371	84	455	6,595	5,563
Northern Territory	1924	1	1	27	..	27	270	56
	1925	1	1	16	..	16	39	39
	1926	2	2	93	112	205	996	870
	1927	2	2	335	..	338	5,163	4,763
	1928	1	1	45	..	45	135	150
Fed. Cap. Territory	1925	8	5	323	33	356	5,795	4,709
	1926	4	4	320	110	430	30,185	24,204
	1927	1	5	380	..	380	1,900	2,137
	1928	..	..	..	..	..	..	..
Australia	1924	504	941	132,569	19,877	152,446	918,646	917,699
	1925	499	906	154,599	22,147	176,746	1,128,570	1,107,544
	1926	360	513	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	944	157,581	43,176	200,757	1,713,581	1,676,996
	1928	287	804	82,349	14,073	96,422	777,278	775,859

(a) See footnote page 103

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 industry had resumed operations.

(ii) *States, Duration, 1928.*—The following table gives particulars for each State regarding duration of industrial disputes in 1928. Comparative particulars for the years 1913 to 1927 were published in Labour Reports Nos. 5 to 18.

## Duration of Industrial Disputes—States, 1928a.

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 .. .. .	112	3	2	1	1	..	..	..	119
2 days and more than 1 day	26	..	..	1	2	..	..	..	29
3 days and more than 2 days	13	1	3	..	3	1	1	..	22
Over 3 days and less than 1 week .. .. .	12	4	1	..	..	1	..	..	18
1 week and less than 2 weeks	19	5	3	3	3	..	..	..	33
2 weeks and less than 4 weeks	27	3	1	..	..	2	..	..	33
4 weeks and less than 8 weeks	12	3	1	2	1	..	..	..	19
8 weeks and over .. .. .	9	2	1	1	1	..	..	..	14
Total .. .. .	230	21	12	8	11	4	1	..	287

NUMBER OF WORKPROPE INVOLVED.									
1 day and less .. .. .	43,592	1,499	183	26	104	..	..	..	45,403
2 days and more than 1 day	11,314	..	..	22	160	..	..	..	11,496
3 days and more than 2 days	3,648	16	303	..	343	85	45	..	4,440
Over 3 days and less than 1 week .. .. .	2,517	108	10	..	..	90	..	..	2,725
1 week and less than 2 weeks	3,597	229	891	520	311	..	..	..	5,548
2 weeks and less than 4 weeks	7,328	208	120	..	..	280	..	..	8,436
4 weeks and less than 8 weeks	4,515	2,903	2,100	1,909	1,300	..	..	..	12,727
8 weeks and over .. .. .	3,411	913	21	992	310	..	..	..	5,647
Total .. .. .	80,422	5,376	3,628	3,468	2,528	455	45	..	96,422

NUMBER OF WORKING DAYS LOST.									
1 day and less .. .. .	47,109	1,360	183	26	104	..	..	..	44,781
2 days and more than 1 day	22,628	..	..	44	320	..	..	..	22,992
3 days and more than 2 days	10,944	48	814	..	1,029	255	135	..	13,225
Over 3 days and less than 1 week .. .. .	10,358	524	45	..	..	450	..	..	11,372
1 week and less than 2 weeks	32,207	1,482	8,582	5,508	2,883	..	..	..	50,642
2 weeks and less than 4 weeks	123,012	3,784	1,890	..	..	4,890	..	..	132,366
4 weeks and less than 8 weeks	108,873	87,575	53,900	40,797	27,000	..	..	..	325,446
8 weeks and over .. .. .	130,268	15,906	1,260	8,461	23,560	..	..	..	179,455
Total .. .. .	480,394	110,659	70,764	54,835	64,896	5,595	135	..	777,278

## ESTIMATED LOSS IN WAGES.

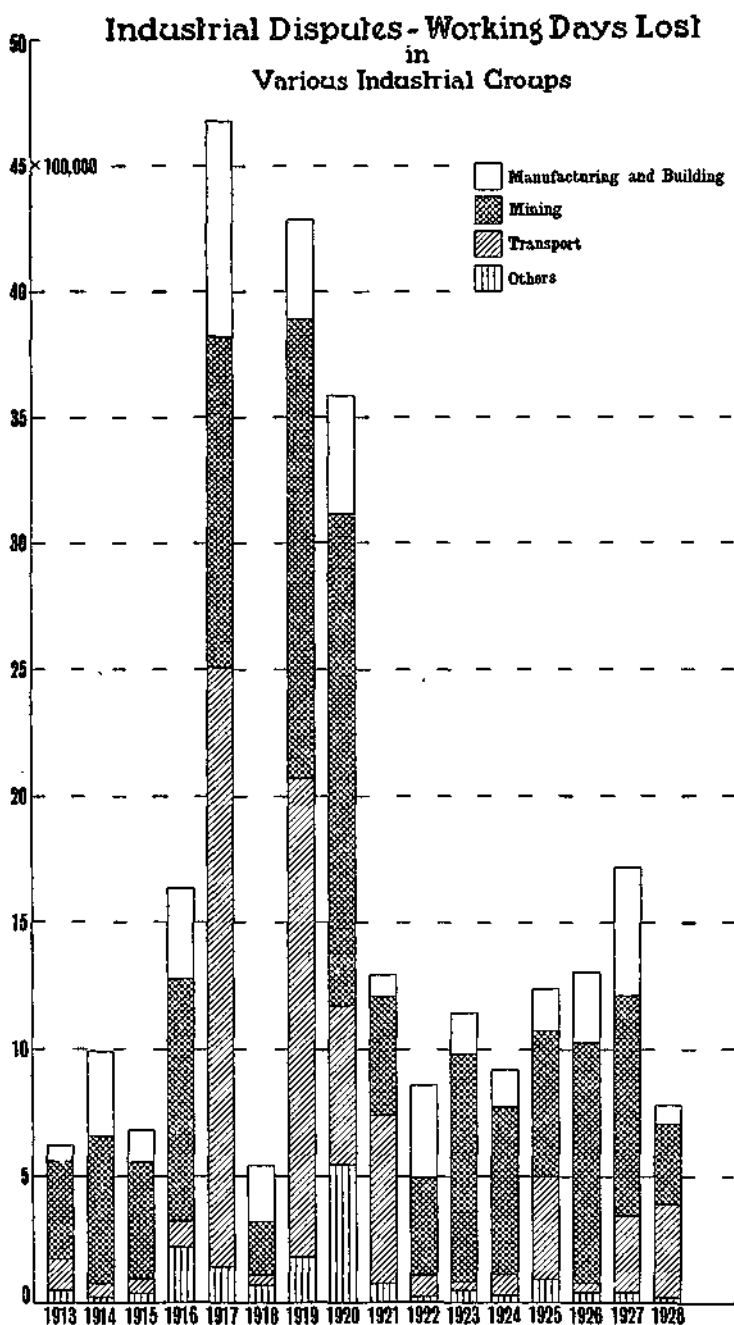
	£	£	£	£	£	£	£	£	£
1 day and less .. .. .	51,258	1,051	148	17	104	..	..	..	52,676
2 days and more than 1 day	26,958	..	..	33	64	..	..	..	27,056
3 days and more than 2 days	12,907	50	788	..	1,163	307	150	..	15,365
Over 3 days and less than 1 week .. .. .	11,785	555	43	..	..	393	..	..	12,756
1 week and less than 2 weeks	37,083	1,316	8,263	3,670	2,641	..	..	..	52,982
2 weeks and less than 4 weeks	140,800	3,910	2,016	..	..	4,808	..	..	150,634
4 weeks and less than 8 weeks	106,412	76,680	49,500	35,008	23,250	..	..	..	280,330
8 weeks and over .. .. .	134,550	13,812	1,250	7,262	16,250	..	..	..	173,160
Total .. .. .	521,768	96,454	62,008	45,999	43,472	5,508	150	..	775,339

a See note to table on page 103.

(iii) *Australia*—1924 to 1928.—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1924 to 1928 are given in the table appended :—

Duration of Industrial Disputes—Australia, 1924 to 1928.

Limits of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	Indirectly.	Total.		
1 day and less ..	1924	216	61,542	9,230	70,772	70,679	85,928
	1925	218	65,918	8,505	74,423	73,790	88,819
	1926	132	33,979	9,039	43,018	43,018	50,923
	1927	162	48,327	5,826	54,653	54,613	64,395
	1928	119	41,892	3,511	45,403	44,781	62,576
2 days and more than 1 day ..	1924	71	23,023	2,801	25,824	49,618	56,746
	1925	96	20,156	4,160	24,316	47,223	55,605
	1926	61	12,011	2,297	14,308	28,656	33,094
	1927	64	14,820	1,060	15,880	30,153	35,859
	1928	29	11,038	458	11,496	22,992	27,066
3 days and more than 2 days ..	1924	42	11,563	862	12,425	36,795	43,230
	1925	29	8,615	578	9,193	27,298	30,877
	1926	30	3,598	1,224	4,822	14,431	16,433
	1927	42	12,713	2,236	14,949	41,903	44,822
	1928	22	4,412	28	4,440	13,225	15,365
Over 3 days and less than 1 week (6 days) ..	1924	45	7,567	2,003	9,570	40,255	46,245
	1925	41	10,648	1,822	11,970	52,614	62,363
	1926	25	6,045	1,344	7,389	31,625	31,049
	1927	41	10,370	1,175	11,545	52,706	57,781
	1928	18	2,490	235	2,725	11,372	12,756
1 week and less than 2 weeks ..	1924	55	13,322	1,443	14,765	110,882	109,118
	1925	59	28,541	2,040	30,581	227,314	232,731
	1926	47	7,343	1,233	8,626	62,451	65,894
	1927	60	54,722	3,676	58,398	444,500	350,985
	1928	33	4,891	657	5,548	50,642	62,982
2 weeks and less than 4 weeks ..	1924	31	9,958	1,917	11,875	126,462	170,419
	1925	35	9,032	1,051	9,083	150,598	163,305
	1926	34	4,741	1,878	6,619	105,505	106,189
	1927	49	6,162	17,209	23,371	305,489	304,663
	1928	33	6,659	1,777	8,436	132,366	150,634
4 weeks and less than 6 weeks ..	1924	24	3,395	603	4,198	168,941	168,775
	1925	28	5,130	2,745	7,875	322,294	303,077
	1926	20	11,336	14,484	25,820	793,621	833,672
	1927	25	9,018	11,870	20,888	658,008	661,597
	1928	19	9,300	3,427	12,727	322,445	290,830
8 weeks and over, ..	1924	18	2,199	1,318	3,517	265,014	242,836
	1925	23	4,559	1,746	6,305	227,439	170,777
	1926	11	1,715	717	2,432	229,674	231,569
	1927	8	944	124	1,068	125,927	125,183
	1928	14	1,667	3,980	5,647	179,455	173,160
Total ..	1924	504	132,580	19,877	152,446	918,648	917,699
	1925	496	154,599	22,147	176,746	1,128,570	1,107,644
	1926	360	80,783	32,356	113,034	1,310,261	1,415,613
	1927	441	157,681	43,176	200,757	1,713,581	1,676,666
	1928	287	62,349	14,073	76,422	777,278	775,359



**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.**

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

A great deal of erroneous deduction has been made from the figures published in connexion with Industrial Disputes, more especially in regard to "No. of Disputes occurring," due in large measure to the inability of the Bureau to publish within the narrow limits of an official publication full details of the "causes" of the bulk of these disputes. A close analysis of the returns, however, discloses that the vast majority is due to causes which amount to nothing more than pure difference of opinion between workers and management on the questions at issue, and is only capable of settlement by the parties themselves, although in the case of a protracted dispute common sense or economic necessity often dictates the appointment of an outside mediator to settle the trouble. The number of disputes settled by "direct negotiation" is thus largely explained.

\* 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; or (d) for other reasons which are subsequently ruled by the officials of the union to be either impracticable or against former decisions.



The Commonwealth and State Arbitration Tribunals have covered by their awards all matters of wages and working conditions which it is possible to incorporate in such documents. The analysis referred to reveals the remarkable fact that only about 15 per cent. of the total disputes that occur touch questions which are either covered by awards or are susceptible to treatment by an Arbitration Tribunal.

It will be seen, therefore, that the very large proportion of 85 per cent. of these disputes falls outside the purview of Arbitration Tribunals. Most of these occur in the coal-mining industry, which in 1928 accounted for 68 per cent. of the total disputes.

The following typical causes of non-arbitrable strikes under the several classifications referred to above will enable a proper perspective to be taken of these disputes, viz. :—

#### 1. *Wages.*

- (a) Wheeler left work owing to faulty horse and claimed for full shift.
- (b) Payment of "wet pay" to wheelers.
- (c) Payment for wheeling with long reins.

#### 2. *Hours of Labour.*

- (a) Smoking during working hours.
- (b) Variation of shift times.

#### 3. *Employment of Particular Persons.*

- (a) A new lad was placed in a superior position, and the boys on the job demanded the appointment of one of their number.
- (b) Dismissal of two men for misbehaviour.

#### 4. *Working Conditions.*

- (a) Passenger crew refused to take coal to destination.
- (b) Refusal to use explosive provided.

#### 5. *Trade Unionism.*

- (a) Shot firers desired severance from Miners' Union.
- (b) Refusal of moulders to work with non-unionists.

#### 6. *Miscellaneous.*

- (a) Medical attendance.
- (b) Demand that man be employed on light work.

The above remarks refer of course to "No. of Disputes Occurring," but when the matter is considered from the point of view of "Working Days Lost," which after all is the most serious aspect of industrial disputes, the relation of arbitrable and non-arbitrable questions in the aggregate loss can become entirely the reverse of that presented by their consideration only from the standpoint of numbers, and this relationship would vary each year according to the magnitude of the disputes under each category. For the year 1926, for instance, the preponderance of numbers is in the non-arbitrable section, but that of "working days lost" is heavily on the arbitrable side.

It will be realized from the above remarks that in making any deductions from the figures published in this section the facts mentioned here should be taken into consideration.

(ii.) *Causes in each State, 1928.*—In the following tables particulars for the year 1928 are classified under the various headings.

## Causes of Industrial Disputes—States, 1923.

Causes of Disputes.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
1. Wages—									
(a) For increase ..	5	3	..	..	..	..	..	..	8
(b) Against decrease ..	3	..	..	..	..	..	..	..	3
(c) Other wage questions ..	30	..	..	..	3	..	..	..	39
2. Hours of Labour—									
(a) For reduction ..	..	2	..	..	..	..	..	..	2
(b) Other disputes re hours ..	2	..	..	..	..	..	..	..	2
3. Trade Unionism—									
(a) Against employment of non-unionists ..	3	3	..	..	..	..	..	..	6
(b) Other union questions ..	7	..	2	1	..	..	1	..	11
4. Employment of particular classes or persons ..	81	9	5	4	4	2	..	..	106
5. Working conditions ..	38	1	4	1	3	1	..	..	48
6. Sympathetic ..	7	1	..	1	..	..	..	..	9
7. Other causes ..	48	2	1	1	1	1	..	..	54
<b>Total ..</b>	<b>280</b>	<b>21</b>	<b>12</b>	<b>8</b>	<b>11</b>	<b>4</b>	<b>1</b>	<b>..</b>	<b>287</b>

## NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—									
(a) For increase ..	1,406	1,389	..	..	..	..	..	..	2,775
(b) Against decrease ..	1,317	..	..	..	..	..	..	..	1,317
(c) Other wage questions ..	16,900	..	..	..	157	..	..	..	17,057
2. Hours of Labour—									
(a) For reduction ..	..	61	..	..	..	..	..	..	61
(b) Other disputes re hours ..	1,005	..	..	..	..	..	..	..	1,005
3. Trade Unionism—									
(a) Against employment of non-unionists ..	133	60	..	..	..	..	..	..	193
(b) Other union questions ..	1,637	..	593	31	..	..	45	..	2,311
4. Employment of particular classes or persons ..	24,970	3,429	2,615	2,404	1,671	290	..	..	35,379
5. Working conditions ..	13,180	16	341	22	550	80	..	..	14,169
6. Sympathetic ..	4,233	893	..	992	..	..	..	..	6,123
7. Other causes ..	15,656	48	74	19	150	85	..	..	16,032
<b>Total ..</b>	<b>80,422</b>	<b>5,376</b>	<b>3,623</b>	<b>3,463</b>	<b>2,528</b>	<b>455</b>	<b>45</b>	<b>..</b>	<b>98,422</b>

## NUMBER OF WORKING DAYS LOST.

1. Wages—									
(a) For increase ..	4,186	2,362	..	..	..	..	..	..	6,548
(b) Against decrease ..	3,824	..	..	..	..	..	..	..	3,824
(c) Other wage questions ..	80,362	..	..	..	393	..	..	..	80,755
2. Hours of Labour—									
(a) For reduction ..	..	725	..	..	..	..	..	..	725
(b) Other disputes re hours ..	2,667	..	..	..	..	..	..	..	2,667
3. Trade Unionism—									
(a) Against employment of non-unionists ..	1,837	300	..	..	..	..	..	..	2,137
(b) Other union questions ..	2,066	..	6,613	186	..	..	186	..	8,900
4. Employment of particular classes or persons ..	192,992	91,134	61,384	45,992	28,553	3,500	..	..	423,556
5. Working conditions ..	69,127	64	2,127	44	26,650	1,840	..	..	98,852
6. Sympathetic ..	82,991	14,906	..	8,461	..	..	..	..	106,358
7. Other causes ..	40,342	1,168	740	153	300	255	..	..	42,957
<b>Total ..</b>	<b>480,394</b>	<b>110,659</b>	<b>70,764</b>	<b>54,835</b>	<b>64,896</b>	<b>5,596</b>	<b>135</b>	<b>..</b>	<b>777,278</b>

## ESTIMATED LOSS IN WAGES.

1. Wages—	£	£	£	£	£	£	£	£
(a) For increase ..	4,250	2,068	..	..	..	..	..	6,267
(b) Against decrease ..	4,433	..	..	..	..	..	..	4,433
(c) Other wage questions ..	88,820	..	..	..	341	..	..	89,161
2. Hours of Labour—								
(a) For reduction ..	..	860	..	..	..	..	..	860
(b) Other disputes re hours ..	3,200	..	..	..	..	..	..	3,200
3. Trade Unionism—								
(a) Against employment of non-unionists ..	1,775	258	..	..	..	..	..	2,033
(b) Other union questions ..	2,385	..	6,129	163	..	..	160	8,827
4. Employment of particular classes or persons ..	205,060	79,230	52,739	38,425	24,817	2,993	..	403,270
5. Working conditions ..	82,497	130	2,492	33	18,266	2,208	..	105,626
6. Sympathetic ..	81,842	12,937	..	7,262	..	..	..	102,041
7. Other causes ..	47,497	1,025	648	116	68	307	..	49,641
<b>Total ..</b>	<b>521,768</b>	<b>96,454</b>	<b>62,008</b>	<b>45,999</b>	<b>43,472</b>	<b>5,508</b>	<b>150</b>	<b>775,369</b>

(iii.) *Causes in Australia, 1913 to 1928.*—The following table gives similar information for Australia for the years specified.

**Causes of Industrial Disputes.—Australia, 1913, and 1922 to 1928.**

Causes of Disputes.	1913.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
<b>NUMBER OF DISPUTES.</b>								
1. <b>Wages—</b>								
(a) For increase ..	42	15	35	44	33	23	24	8
(b) Against decrease ..	4	18	4	7	5	5	4	3
(c) Other wage questions	31	83	37	95	99	67	86	89
2. <b>Hours of Labour</b>								
(a) For reduction ..	8	12	10	2	4	13	14	2
(b) Other disputes re hours ..	7	2	2	4	6	2	4	2
3. <b>Trade Unionism—</b>								
(a) Against employment of non-unionists ..	8	6	4	6	8	5	12	6
(b) Other union questions	5	15	11	31	27	22	24	11
4. <b>Employment of particular classes or persons ..</b>	44	155	68	137	118	108	152	105
5. <b>Working conditions ..</b>	51	89	57	111	106	48	72	48
6. <b>Sympathetic ..</b>	5	8	9	8	16	8	5	9
7. <b>Other causes ..</b>	8	42	37	59	77	61	64	54
<b>Total ..</b>	<b>208</b>	<b>445</b>	<b>274</b>	<b>504</b>	<b>490</b>	<b>360</b>	<b>441</b>	<b>287</b>

**NUMBER OF WORKPEOPLE INVOLVED.**

1. <b>Wages—</b>								
(a) For increase ..	8,633	843	9,816	8,312	23,443	17,046	7,316	2,775
(b) Against decrease ..	563	4,432	174	1,113	1,123	1,275	300	1,317
(c) Other wage questions	7,160	24,459	8,696	30,585	31,887	18,883	20,297	17,037
2. <b>Hours of Labour—</b>								
(a) For reduction ..	400	5,935	6,458	1,328	462	9,730	7,813	61
(b) Other disputes re hours ..	1,819	124	485	1,172	2,668	290	288	1,005
3. <b>Trade Unionism—</b>								
(a) Against employment of non-unionists ..	5,370	1,072	473	1,005	1,592	125	4,432	193
(b) Other union questions	1,418	4,264	2,310	12,078	10,957	3,790	25,848	2,311
4. <b>Employment of particular classes or persons ..</b>	11,370	32,194	11,269	39,830	36,075	25,165	55,174	35,379
5. <b>Working conditions ..</b>	10,785	27,334	15,605	36,630	35,034	12,889	29,766	14,160
6. <b>Sympathetic ..</b>	947	1,119	875	436	5,328	3,499	1,484	6,123
7. <b>Other causes ..</b>	1,753	10,556	20,130	19,948	28,677	20,342	48,039	16,032
<b>Total ..</b>	<b>50,233</b>	<b>116,332</b>	<b>76,321</b>	<b>152,446</b>	<b>176,740</b>	<b>113,034</b>	<b>200,757</b>	<b>96,422</b>

**NUMBER OF WORKING DAYS LOST.**

1. <b>Wages—</b>								
(a) For increase ..	100,069	8,694	64,493	120,317	209,356	580,183	150,691	6,518
(b) Against decrease ..	8,438	154,791	1,012	13,553	24,352	2,573	2,578	3,824
(c) Other wage questions	78,183	149,129	81,749	111,613	154,160	82,898	83,831	80,755
2. <b>Hours of Labour—</b>								
(a) For reduction ..	2,774	164,794	101,807	130,440	12,816	230,152	305,782	725
(b) Other disputes re hours ..	15,111	1,701	36,092	42,441	16,173	290	4,487	2,667
3. <b>Trade Unionism—</b>								
(a) Against employment of non-unionists ..	91,002	5,485	784	2,555	14,784	1,623	82,156	2,137
(b) Other union questions	32,335	18,976	17,743	40,046	105,195	15,607	204,802	8,900
4. <b>Employment of particular classes or persons ..</b>	191,723	198,256	63,094	253,779	214,738	114,917	310,425	423,555
5. <b>Working conditions ..</b>	73,562	123,665	134,830	124,041	160,325	123,390	303,788	98,852
6. <b>Sympathetic ..</b>	24,066	9,498	6,857	926	41,046	38,351	3,573	106,353
7. <b>Other causes ..</b>	5,212	23,756	638,016	78,935	185,618	70,247	261,488	42,957
<b>Total ..</b>	<b>623,528</b>	<b>868,685</b>	<b>1,145,977</b>	<b>918,646</b>	<b>1,128,570</b>	<b>1,310,261</b>	<b>1,713,681</b>	<b>777,276</b>

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 number from this cause in 1928 was particularly low, representing only 17 per cent. 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. During 1928 disputes concerning "Employment" numbered 105, being 37 per cent. of the total during the year. The marine cooks' dispute, which caused heavy losses of working days and wages, was classified under this heading. The cause of the dislocation was the refusal of the shipowners to concede the demand of the Union to increase the staff of cooks and assistants on one vessel. Disputes concerning "Working Conditions" caused 48 dislocations of work during 1928, and 38 of these disputes occurred in New South Wales, practically all of which involved coal miners. "Sympathetic" disputes were numerous during the years 1916, 1917, 1921, and 1925. Nine disputes were classified under this heading in 1928. Certain of these sympathetic stoppages were connected with the marine cooks' dispute. Stoppages of work numbering 54 were classified under "Other Causes," as the causes of the disputes were not considered to come under any of the more definite headings. These disputes were of short duration.

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, 1928.*—The following table shows the industrial disputes during 1928, classified according to results.

Industrial Disputes—States, Results, 1928.<sup>a</sup>

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	31	185	9	1	6,639	70,370	2,563	178	62,020	382,682	15,006	178
Victoria	3	18	..	..	166	5,710	..	..	916	109,745	..	..
Queensland	..	18	..	..	..	3,628	..	..	..	70,704	..	..
South Australia	1	6	1	..	22	3,437	9	..	44	54,494	297	..
Western Australia	5	4	4	..	490	1,790	242	..	2,642	51,245	1,006	..
Tasmania	..	3	..	..	..	365	..	..	..	5,145	..	..
N. Territory	1	..	..	..	45	..	..	..	135	..	..	..
F. C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
<b>Total, Aust. &amp; b</b>	<b>39</b>	<b>228</b>	<b>14</b>	<b>1</b>	<b>7,362</b>	<b>85,306</b>	<b>2,814</b>	<b>178</b>	<b>55,757</b>	<b>674,076</b>	<b>16,309</b>	<b>178</b>

(a) The following are the particulars of disputes which were incomplete at the 31st December, 1928, which should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	No. of Disputes.	No. of Estab.	Workpeople.	Working Days Lost.	Wages.
New South Wales	4	8	672	30,508	£ 36,101
Tasmania	1	1	90	450	393
<b>Total</b>	<b>5</b>	<b>9</b>	<b>762</b>	<b>30,958</b>	<b>36,494</b>

b See note to table on page 103.

(iii) *Australia, 1928.*—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 1928.

Industrial Disputes—Causes and Results, Australia, 1928.<sup>a</sup>

Classified according to Causes and Results	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.
<b>Wages—</b>												
(a) For increase	1	5	..	1	180	2,409	..	178	1,170	3,402	..	178
(b) Against decrease	..	2	..	..	..	1,230	..	..	..	2,640	..	..
(c) Other wage questions	7	30	2	..	724	15,260	1,073	..	8,573	71,055	1,127	..
<b>Hours of Labour—</b>												
(a) For reduction	..	2	..	..	..	61	..	..	..	725	..	..
(b) Other disputes re hours	..	2	..	..	..	1,005	..	..	..	2,867	..	..
<b>Trade Unionism—</b>												
(a) Against employment of non-unionists	1	3	2	..	16	63	114	..	48	1,867	222	..
(b) Other union questions	3	7	1	..	731	1,190	390	..	821	7,689	390	..
<b>Employment of particular Classes or Persons..</b>	18	81	3	..	3,910	30,524	278	..	19,355	373,071	3,153	..
<b>Working conditions</b>	9	35	4	..	1,851	11,629	689	..	25,790	62,065	10,997	..
<b>Sympathetic</b>	..	9	..	..	..	6,123	..	..	..	106,613	..	..
<b>Other Causes</b>	..	52	2	..	..	16,762	270	..	..	42,282	420	..
<b>Totalab</b>	<b>39</b>	<b>228</b>	<b>14</b>	<b>1</b>	<b>7,362</b>	<b>85,306</b>	<b>2,814</b>	<b>178</b>	<b>55,757</b>	<b>674,076</b>	<b>16,309</b>	<b>178</b>

a See note to table on page 103.

b See note a to table above.

(iv) *Australia, 1924 to 1928.*(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 1924–1928, classified according to results :—

**Industrial Disputes—Results, Australia, 1924 to 1928.**<sup>b</sup>

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.
1924 ..	146	261	48	45	32,782	89,709	13,843	15,432	153,533	416,173	231,039	29,445
1925 ..	130	335	20	6	50,983	116,658	4,844	2,829	448,186	549,746	52,821	12,923
1926 ..	72	243	30	11	11,631	85,115	14,220	1,623	73,313	891,093	257,004	21,436
1927 ..	88	307	35	5	28,005	152,429	13,571	995	207,009	1,193,163	294,102	16,285
1928 <sup>a</sup> ..	39	228	14	1	7,362	85,306	2,314	178	55,757	674,076	16,309	178

<sup>a</sup> See note on page 103.

<sup>b</sup> See note to first table on page 119.

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in the earlier years, but latterly the position has been reversed. The percentage in favour of employers in 1928 was 81. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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, 1928.*—The following table shows the number of disputes, number of workpeople involved, number of working days lost, and estimated loss in wages in 1928, according to method of settlement :—

**Methods of Settlement of Industrial Disputes—States, 1928.<sup>a</sup>**

Methods of Settlement.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
NUMBER OF DISPUTES.									
<b>Negotiation—</b>									
Direct between employers and employees, or their representatives ..	116	11	2	3	4	1	1	..	138
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	6	..	1	..	..	1	..	..	8
<b>Under State Industrial Act—</b>									
By intervention, assistance or compulsory conference ..	6	..	..	1	3	..	..	..	10
By reference to Board or Court ..	2	..	4	..	2	..	..	..	8
<b>Under Commonwealth Conciliation and Arbitration Act—</b>									
By intervention, assistance or compulsory conference ..	1	4	..	..	1	..	..	..	6
By Filling places of Workpeople on Strike or Locked out ..	2	2	3	1	1	1	..	..	10
By Closing down Establishment permanently ..	2	1	..	..	..	..	..	..	3
By other methods ..	91	3	2	3	..	..	..	..	99
<b>Total b ..</b>	<b>226</b>	<b>21</b>	<b>12</b>	<b>8</b>	<b>11</b>	<b>3</b>	<b>1</b>	<b>..</b>	<b>282</b>

**NUMBER OF WORKPEOPLE INVOLVED.**

<b>Negotiation—</b>									
Direct between employers and employees, or their representatives ..	33,653	1,329	682	1,484	430	85	45	..	37,708
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	1,042	..	120	..	..	80	..	..	1,242
<b>Under State Industrial Act—</b>									
By intervention, assistance or compulsory conference ..	1,769	..	..	9	231	..	..	..	2,009
By reference to Board or Court ..	1,922	..	513	..	540	..	..	..	2,975
<b>Under Commonwealth Conciliation and Arbitration Act—</b>									
By intervention, assistance or compulsory conference ..	22	1,448	..	..	27	..	..	..	1,497
By Filling Places of Workpeople on Strike or Locked out ..	2,856	2,860	2,131	1,900	1,300	200	..	..	11,047
By Closing down Establishment permanently ..	94	172	..	..	..	..	..	..	266
By other methods ..	38,592	67	182	75	..	..	..	..	38,916
<b>Total ..</b>	<b>79,750</b>	<b>5,876</b>	<b>3,628</b>	<b>3,468</b>	<b>2,528</b>	<b>365</b>	<b>45</b>	<b>..</b>	<b>95,600</b>

<sup>a</sup> See note page 103.

<sup>b</sup> See note (a) page 119.

## Methods of Settlement of Industrial Disputes—States, 1928—continued.

Methods of Settlement.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N.T.	F.C.T.	Aust.
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## NUMBER OF WORKING DAYS LOST.

<b>Negotiation—</b>									
Direct between employers and employees, or their representatives ..	232,019	19,348	6,750	13,675	1,072	256	135	..	273,254
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	33,417	..	1,650	..	..	1,840	..	..	36,937
<b>Under State Industrial Act—</b>									
By intervention, assistance or compulsory conference ..	37,468	..	..	297	1,113	..	..	..	38,878
By reference to Board or Court ..	1,922	..	1,981	..	25,630	..	..	..	29,533
<b>Under Commonwealth Conciliation and Arbitration Act</b>									
By intervention, assistance or compulsory conference ..	44	3,837	..	..	81	..	..	..	3,962
<b>By Filling Places of Work-people on Strike or Locked out ..</b>	49,314	87,000	59,505	40,500	27,000	3,050	..	..	266,369
<b>By Closing down Establishment permanently ..</b>	702	48	..	..	..	..	..	..	750
<b>By other methods ..</b>	95,000	426	848	383	..	..	..	..	96,637
<b>Total .. ..</b>	<b>449,886</b>	<b>110,659</b>	<b>70,764</b>	<b>54,835</b>	<b>54,896</b>	<b>5,145</b>	<b>135</b>	<b>..</b>	<b>746,320</b>

## ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£	£
<b>Negotiation—</b>									
Direct between employers and employees, or their representatives ..	244,557	17,180	6,424	10,695	1,196	907	150	..	280,509
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	98,977	..	2,016	..	..	2,208	..	..	43,201
<b>Under State Industrial Act—</b>									
By intervention, assistance or compulsory conference ..	44,578	..	..	208	689	..	..	..	45,475
By reference to Board or Court ..	2,806	..	2,039	..	18,250	..	..	..	22,595
<b>Under Commonwealth Conciliation and Arbitration Act</b>									
By intervention, assistance or compulsory conference ..	33	3,036	..	..	87	..	..	..	3,156
<b>By Filling Places of Work-people on Strike or Locked out ..</b>	42,775	75,875	50,793	34,800	23,250	2,000	..	..	230,093
<b>By Closing down Establishment permanently ..</b>	430	43	..	..	..	..	..	..	473
<b>By other methods ..</b>	112,011	320	736	296	..	..	..	..	113,363
<b>Total .. ..</b>	<b>485,667</b>	<b>96,454</b>	<b>62,008</b>	<b>45,999</b>	<b>43,472</b>	<b>5,115</b>	<b>150</b>	<b>..</b>	<b>738,865</b>



(iii) *Australia, 1913 and 1922 to 1923.a*—Information for Australia for the years specified is given hereunder :—

**Methods of Settlement of Industrial Disputes—Australia, 1913 to 1923.a**

Methods of Settlement.	1913.	1922.	1923.	1924.	1925.	1926	1927	1928 b
<b>NUMBER OF DISPUTES.</b>								
<b>Negotiation—</b>								
Direct between employers and employees or their representatives ..	119	249	140	204	209	166	229	138
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	52	25	20	24	16	18	8
<b>Under State Industrial Act—</b>								
By intervention, assistance or compulsory conference ..	19	7	4	11	12	8	13	10
By reference to Board or Court ..	22	7	2	7	2	10	19	8
<b>Under Commonwealth Conciliation and Arbitration Act—</b>								
By intervention, assistance or compulsory conference ..	4	5	2	12	13	13	10	6
<b>By Filling Places of Workpeople on Strike or Locked out ..</b>	13	11	5	5	4	8	5	10
<b>By Closing down Establishment permanently ..</b>	1	6	1	2	1	..	10	3
<b>By other methods ..</b>	13	96	86	170	226	135	122	99
<b>Total .. ..</b>	<b>208</b>	<b>433</b>	<b>265</b>	<b>500</b>	<b>491</b>	<b>356</b>	<b>435</b>	<b>6282</b>

**NUMBER OF WORKPEOPLE INVOLVED.**

<b>Negotiation—</b>								
Direct between employers and employees or their representatives ..	23,357	62,000	30,218	70,895	75,961	44,095	94,070	37,708
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	15,551	10,277	4,448	12,767	17,072	5,839	1,242
<b>Under State Industrial Act—</b>								
By intervention, assistance or compulsory conference ..	6,505	1,222	615	2,519	1,781	936	3,763	2,009
By reference to Board or Court ..	12,774	1,123	544	2,952	208	664	4,314	2,975
<b>Under Commonwealth Conciliation and Arbitration Act—</b>								
By intervention, assistance or compulsory conference ..	659	446	58	4,262	3,251	4,332	33,517	1,497
<b>By Filling Places of Workpeople on Strike or Locked out ..</b>	658	790	315	130	160	245	583	11,047
<b>By Closing down Establishment permanently ..</b>	170	171	18	170	28	..	1,104	266
<b>By other methods ..</b>	2,988	30,971	33,408	66,370	81,155	44,825	56,860	33,916
<b>Total .. ..</b>	<b>50,283</b>	<b>112,282</b>	<b>75,448</b>	<b>151,746</b>	<b>175,314</b>	<b>112,589</b>	<b>200,000</b>	<b>95,660</b>

a See note page 103.

(b) See note page 119.

## Methods of Settlement of Industrial Disputes—Australia, 1913 to 1928—continued.

Methods of Settlement.	1913.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
NUMBER OF WORKING DAYS LOST.								
<b>Negotiation—</b>								
Direct between employers and employees or their representatives ..	94,400	353,336	229,603	373,165	470,110	417,158	700,908	273,254
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	187,164	682,929	168,005	320,046	549,427	100,148	36,937
<b>Under State Industrial Act—</b>								
By intervention, assistance or compulsory conference ..	187,871	16,016	25,531	41,900	17,650	11,281	80,915	38,378
By reference to Board of Court ..	221,769	13,767	8,484	142,939	4,388	8,744	60,236	29,533
<b>Under Commonwealth Conciliation and Arbitration Act—</b>								
By intervention, assistance or compulsory conference ..	2,105	8,081	473	74,376	67,272	134,841	305,303	3,902
<b>By Filling Places of Work-people on Strikes or Locked out ..</b>	14,139	11,759	2,517	3,040	1,163	2,865	9,708	206,369
<b>By Closing down Establishment permanently ..</b>	20,400	603	18	1,250	1,932	..	30,289	760
<b>By other methods ..</b>	58,509	101,348	267,859	150,526	180,665	118,580	422,004	96,637
<b>Total ..</b>	<b>623,528</b>	<b>692,074</b>	<b>1,117,314</b>	<b>890,191</b>	<b>1,063,176</b>	<b>1,242,806</b>	<b>1,709,550</b>	<b>746,320</b>

## ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
<b>Negotiation—</b>								
Direct between employers and employees or their representatives ..	43,834	283,515	252,059	398,628	505,565	425,527	700,332	280,509
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12,394	200,335	676,288	114,830	230,771	658,498	102,699	43,201
<b>Under State Industrial Act—</b>								
By intervention, assistance or compulsory conference ..	86,277	14,663	24,158	34,151	15,395	6,819	77,162	45,475
By reference to Board of Court ..	104,293	10,541	7,536	110,556	3,499	7,771	42,076	22,595
<b>Under Commonwealth Conciliation and Arbitration Act—</b>								
By intervention, assistance or compulsory conference ..	1,373	5,701	360	56,766	68,880	124,511	284,282	3,156
<b>By Filling Places of Work-people on Strikes or Locked out ..</b>	6,478	8,670	1,737	2,111	1,225	2,548	7,245	230,098
<b>By Closing down Establishment permanently ..</b>	7,850	635	18	970	2,318	..	34,580	473
<b>By other methods ..</b>	25,240	92,308	279,104	167,149	206,776	134,805	422,626	113,363
<b>Total ..</b>	<b>287,739</b>	<b>616,868</b>	<b>1,241,245</b>	<b>885,164</b>	<b>1,034,428</b>	<b>1,360,479</b>	<b>1,672,106</b>	<b>738,865</b>

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 1928 amounting to 52 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.

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 1928.

Disputes.	States Involved.	No. of Work-people Directly or Indirectly 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	1,000 642 200	87,000 81,700 14,000	£ 36,250 17,600 1,000
Total .. .. .	.. .. .	1,842	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, 12/8/17 to 30/11/17	New South Wales Victoria .. Queensland .. South Australia .. Western Australia .. Tasmania ..	77,357 14,200 2,350 1,900 1,200 500	3,071,000 687,800 123,600 14,100 84,100 82,150	1,780,000 325,500 62,000 7,400 42,800 15,800
Total .. .. .	.. .. .	97,507	3,962,250	2,288,000
1918.				
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 2,100 2,770 1,705 995 656	695,500 197,920 359,430 128,975 78,520 57,180	358,100 106,370 185,430 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 28/2/20	New South Wales Victoria .. Queensland ..	5,150 2,695 1,322	302,450 159,000 77,520	167,065 87,755 42,475
Total .. .. .	.. .. .	9,167	539,060	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 83,900 5,000
Total .. .. .	.. .. .	4,800	80,710	65,000
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	204,300 75,920 42,232 20,522	125,435 43,270 25,295 12,650
Total .. .. .	.. .. .	10,576	343,474	206,650
1921, 1922, and 1923.				
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 93	8,939 7,541 2,340 2,469 1,607 757	6,257 6,279 1,638 1,721 1,125 530
Total .. .. .	.. .. .	1,178	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 1,102 342 359 235 111	25,326 21,373 6,633 6,909 4,557 2,142	17,723 14,961 4,643 4,878 3,190 1,506
Total .. .. .	.. .. .	3,452	67,000	46,900
1926.				
Coalmining— Demand by Engine-drivers and Firemen for restoration of "margin for skill" reduced by award of Coal Tribunal (Mr. Hibble), 10/5/26 to 19/6/26	New South Wales Victoria .. Tasmania ..	13,000 1,794 206	442,000 60,996 618	530,400 78,195 742
Total .. .. .	.. .. .	15,000	503,614	604,357

## No. 1.—Interstate Industrial Disputes, 1917 to 1928—continued.

Disputes.	States Involved.	No. of Work-people Directly or Indirectly Involved.	No. of Working Days Lost.	Estimated Loss in Wages.
1927.				
Shipping—Waterside Workers— Refusal to work overtime to force hearing of claims by Arbitration Court narrowed at flush to question of "pick-ups" 30/11/27 to 8/12/27	New South Wales Victoria .. Queensland .. South Australia Western Australia	4,979 4,739 3,672 3,299 1,634	31,080 29,582 22,297 20,593 11,448	£ 24,325 23,152 17,452 16,112 8,959
Total .. .. .	.. .. .	18,423	115,000	90,000
1928.				
Marine Cooks— Demand by Union that the complement of cooks on s.s. <i>Utamaroa</i> should be increased. 3/3/28 to 23/6/28	New South Wales	108	11,762	9,450
Marine Cooks, Stewards, Seamen, &c — Sympathy with marine cooks — s.s. <i>Utamaroa</i>	New South Wales Victoria .. South Australia ..	2,131 893 992	53,049 14,906 8,461	46,632 12,937 7,262
Total .. .. .	.. .. .	4,016	77,016	66,831
Waterside Workers— Refusal of waterside workers to accept award of Commonwealth Court of Conciliation and Arbitration. 10/9/28 to 17/10/28	New South Wales Victoria .. Queensland .. South Australia .. Western Australia Tasmania ..	2,640 2,840 2,100 1,900 1,300 200	(a) 49,250 86,000 58,200 40,500 27,000 3,050	42,750 75,000 49,500 34,800 23,250 2,600
Total .. .. .	.. .. .	10,980	264,000	227,800

(a) Mainly indirect loss due to shortage of shipping.

## No. 2.—Interstate Industrial Disputes, 1917 to 1928.

Disputes.	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 and 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

## No. 2.—Interstate Industrial Disputes, 1917 to 1928—continued.

Disputes.	States Involved.	Cause.	Result.	Method of Settlement.
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 rates	Work resumed on antecedent conditions	Stewards voluntarily offered to resume work
Seamen, Interstate Shipping Services, 20/12/24 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 deregulation of Union	Demand conceded, together with other modifications of Award, conditionally on Union agreeing not to exercise job control	By conference of parties
Coalmining—Engine-drivers and Firemen, 10/5/26 to 19/6/26	New South Wales Victoria Tasmania	Demand for restoration of "margins" enjoyed over other designations engaged in the Coalmining Industry, which had been reduced by recent award of Coal Tribunal	Work resumed on old conditions pending resubmission of claims to Tribunal—which subsequently refused the claims	Referred to Coal Tribunal
Waterside Workers, 30/11/27 to 6/12/27	New South Wales Victoria .. Queensland .. South Australia .. Western Australia	Refusal to work overtime to force hearing of claims by Arbitration Court, narrowed at finish to question of "pick-ups"	Interim award granted by Court confirming practice re "pick-ups" obtaining at ports at date of filing of claims	Compulsory Concurrence by Commonwealth Court of Conciliation and Arbitration
Marine Cooks, 3/3/28 to 23/6/28	New South Wales	Demand by Union that complement of cooks on s.s. <i>Ulmara</i> should be increased	Work resumed on terms submitted by shipowners, who claimed the right of free selection of cooks	Negotiations between representatives of employers and employees
Marine Cooks, Stewards, Seamen, &c.	New South Wales Victoria South Australia	Sympathy with marine cooks, s.s. <i>Ulmara</i>	Work resumed on termination of marine cooks' dispute	
Waterside Workers, 10/9/28 to 17/10/28	New South Wales Victoria Queensland South Australia Western Australia Tasmania	Refusal of Waterside Workers to accept award of Commonwealth Court of Conciliation and Arbitration	Men decided to accept terms of Award and to apply for licences under Transport Workers' Act	By filling places with men licensed under Transport Workers' Act

## § 2. Fluctuations in Employment.

1. **General.**—The collection by the Bureau of information relating to unemployment was initiated during the year 1912, when special inquiries were forwarded to officials of trade unions throughout Australia for particulars of unemployment for that year, and also for information relating to previous years, as far back as 1891. The Bureau has to thank these officials for the kindly readiness with which they supplied available data.

Since that year information concerning the extent of unemployment of trade unionists has been collected at quarterly periods, and the results of the investigations have been published in the Quarterly Summary of Australian Statistics and in the Labour Reports.

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 employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. It may, therefore, be claimed 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, 1928.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs:—

Unemployment—States, 1928.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales .. .. .	102	171,354	19,324	11.3
Victoria .. .. .	79	121,488	13,229	10.9
Queensland .. .. .	46	54,531	3,833	7.0
South Australia .. .. .	59	42,307	6,351	15.0
Western Australia .. .. .	57	25,817	2,084	8.2
Tasmania .. .. .	32	7,925	848	10.6
<b>Australia .. .. .</b>	<b>375</b>	<b>423,422</b>	<b>45,669</b>	<b>10.8</b>

(ii) *Australia, 1891 to 1929 (1st Quarter).*—The following table gives particulars for Australia for the years 1891 to 1929 (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 1929 (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	25,663	9.3
1916 " " ..	473	290,075	16,783	5.8
1917 " " ..	450	286,811	20,334	7.1
1918 " " ..	478	299,793	17,536	5.8
1919 " " ..	464	310,145	20,507	6.6
1920 " " ..	447	341,967	22,105	6.5
1921 " " ..	449	361,744	40,549	11.2
1922 " " ..	445	380,998	35,238	9.3
1923 " " ..	436	376,557	26,672	7.1
1924 " " ..	413	397,613	35,507	8.9
1925 " " ..	380	391,380	34,620	8.8
1926 " " ..	374	415,397	29,326	7.1
1927 " " ..	375	445,985	31,032	7.0
1928 " " ..	375	423,422	45,669	10.8
1928 1st Quarter ..	378	427,992	45,638	10.7
2nd " " ..	363	416,827	46,656	11.2
3rd " " ..	378	419,899	47,745	11.4
4th " " ..	379	428,970	42,637	9.9
1929 1st " " ..	375	420,756	39,159	9.3

**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).

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.

## Unemployment.—Australia, Percentages and Index-Numbers, 1891 to 1928.

Particulars.	1891.	1901.	1911.	1913.	1914.	1917.	1918.	1919.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.
Percentage not returned as Unemployed	90.7	93.4	96.3	93.5	91.7	92.9	94.2	93.4	88.8	90.7	92.9	91.1	91.2	92.0	93.0	89.2
Employment Index-No., 1911=1000	952	980	1000	981	962	975	988	980	932	952	975	950	957	975	970	936

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.

The figures show that there was a serious decline in employment during 1928 as compared with previous years, with the exception of the year 1921, when the highest percentage of unemployment of members of trade unions was recorded.

4. Unemployment by Industries.—(i) *Australia, 1928.*—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, 1928.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
I. Wood, Furniture, etc. ..	17	21,019	1,949	9.3
II. Engineering, Metal Works, etc. . .	61	80,441	10,276	12.8
III. Food, Drink, Tobacco, etc. . .	47	32,320	2,810	8.7
IV. Clothing, Hats, Boots, etc. . .	29	38,010	3,831	10.1
V. Books, Printing, etc. . .	12	19,414	524	2.7
VI. Other Manufacturing . . .	63	39,006	6,575	16.9
VII. Building . . .	44	53,876	5,931	11.0
VIII. Mining, Quarrying, etc. . .	20	29,000	5,471	18.8
X. Land Transport other than Railway and Tramway services . .	12	16,761	1,206	7.2
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	79	93,575	7,096	7.6
All Groups . . .	375	423,422	45,669	10.8



(ii) *Australia, 1912 and Quarterly, 1927 and 1928.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed during each quarter of 1927 and 1928. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

**Unemployment.—Australia, Percentages by Industries, 1912, 1927, and 1928.**

INDUSTRIAL GROUP.	1912. End of Year.	1927.				1928.			
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
I. Wood, Furniture, etc. . . . .	3.7	3.1	3.2	5.1	6.3	8.3	9.3	9.6	9.9
II. Engineering, Metal Works, etc. . . . .	7.4	4.7	4.3	5.0	8.7	13.5	12.5	12.2	12.9
III. Food, Drink, Tobacco, etc. . . . .	7.3	8.0	8.9	9.2	8.3	8.6	10.0	8.9	7.2
IV. Clothing, Hats, Boots, etc. . . . .	9.3	4.1	2.2	4.4	6.4	9.1	11.6	12.3	7.4
V. Books, Printing, etc. . . . .	2.8	1.6	1.6	1.7	2.2	2.8	2.6	3.1	2.4
VI. Other Manufacturing . . . . .	6.9	6.6	8.8	15.3	14.6	16.0	17.9	17.5	16.2
VII. Building . . . . .	5.5	5.2	6.7	6.9	10.9	11.7	12.6	11.2	8.7
VIII. Mining, Quarrying, etc. . . . .	5.6	10.5	11.0	8.5	18.6	20.8	17.4	20.1	17.1
X. Other Land Transport . . . . .	1.1	3.3	4.9	5.8	6.1	6.3	7.1	8.1	7.2
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . . . . .	5.4	7.2	8.4	5.3	6.3	6.7	7.8	8.5	7.3
AUSTRALIA . . . . .	5.6	5.9	6.4	6.7	8.9	10.7	11.2	11.4	9.9

5. **Unemployment—States.**—The results of the quarterly investigations as to unemployment in the years 1913 to 1925 were published in Labour Bulletins Nos. 1 to 18, and in the Quarterly Summary of Statistics, Nos. 70 to 111. The following table shows for each State the percentage of members of trade unions returned as unemployed during each quarter of the years 1924 to 1928. It must be borne in mind, however, that the classes of industry in the several States are not quite identical :—

**Unemployment.—States, Percentages Quarterly, 1924 to 1928.**

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania	Australia.
1st quarter, 1924 . . . . .	10.6	5.1	10.0	3.8	4.8	2.1	7.6
2nd quarter, 1924 . . . . .	11.9	6.4	5.5	4.4	4.8	5.2	8.3
3rd quarter, 1924 . . . . .	13.5	7.8	5.3	5.4	6.1	4.2	9.5
4th quarter, 1924 . . . . .	14.3	9.1	4.9	4.9	6.1	3.8	10.3
1st quarter, 1925 . . . . .	13.2	7.7	5.1	3.6	5.8	5.5	9.3
2nd quarter, 1925 . . . . .	12.7	9.8	6.5	4.8	6.1	11.3	10.2
3rd quarter, 1925 . . . . .	7.8	9.9	5.4	5.1	6.9	9.3	7.9
4th quarter, 1925 . . . . .	10.1	7.1	9.2	3.6	5.5	5.6	8.1
1st quarter, 1926 . . . . .	8.4	7.3	12.8	5.0	6.9	13.6	8.2
2nd quarter, 1926 . . . . .	7.5	7.1	4.3	4.4	6.7	14.2	6.7
3rd quarter, 1926 . . . . .	7.4	7.3	3.2	6.6	9.2	15.0	7.6
4th quarter, 1926 . . . . .	6.2	4.2	8.5	4.4	5.8	12.6	5.7
1st quarter, 1927 . . . . .	7.0	4.9	6.5	3.7	5.3	6.2	5.9
2nd quarter, 1927 . . . . .	6.8	6.8	5.5	5.6	4.4	6.8	6.4
3rd quarter, 1927 . . . . .	5.3	8.1	5.5	8.9	7.1	11.2	6.7
4th quarter, 1927 . . . . .	9.1	9.8	6.2	10.7	4.9	10.1	8.9
1st quarter, 1928 . . . . .	11.8	10.0	7.7	13.1	5.2	13.3	10.7
2nd quarter, 1928 . . . . .	10.9	12.2	7.1	16.1	9.5	10.7	11.2
3rd quarter, 1928 . . . . .	11.9	11.2	6.8	17.6	8.8	8.2	11.4
4th quarter, 1928 . . . . .	10.6	9.6	6.4	13.3	9.2	10.0	9.9

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, 1924 to 1928:—

Unemployment.—Australia, Causes, Quarterly and Yearly, 1924 to 1928.

Particulars.	No. of Members of Unions reporting.	Number of and Percentage Unemployed through—							
		Lack of Work.		Sickness and Accident.		Other Causes.		Total.	
		No.	%	No.	%	No.	%	No.	%
1924.									
1st quarter ..	370,840	23,322	6.3	2,628	0.7	1,208	0.3	27,248	7.3
2nd quarter ..	373,388	26,307	7.1	2,822	0.7	816	0.2	30,020	8.0
3rd quarter ..	370,517	24,860	6.7	2,073	0.8	822	0.2	28,045	7.7
4th quarter ..	371,481	27,051	7.5	2,775	0.7	710	0.2	31,145	8.4
Year ..	371,557	25,555	6.9	2,800	0.8	914	0.2	29,266	7.9
1925.									
1st quarter ..	373,666	26,927	7.2	2,762	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	26,418	6.4	2,770	0.7	1,100	0.2	30,288	7.3
Year ..	374,174	26,067	7.2	2,619	0.7	710	0.2	30,295	8.1
1926.									
1st quarter ..	415,032	30,855	7.4	2,536	0.6	770	0.1	34,161	8.2
2nd quarter ..	369,894	21,745	5.9	2,498	0.7	677	0.2	24,920	6.7
3rd quarter ..	434,521	29,482	6.8	2,705	0.6	594	0.2	32,871	7.6
4th quarter ..	441,560	22,243	5.0	2,655	0.6	453	0.1	25,351	5.7
Year ..	415,252	26,081	6.3	2,621	0.6	624	0.2	29,326	7.1
1927.									
1st quarter ..	445,730	22,014	5.0	2,540	0.6	1,120	0.3	26,280	5.9
2nd quarter ..	465,133	25,813	5.7	2,867	0.6	537	0.1	29,217	6.4
3rd quarter ..	447,935	26,511	5.9	2,904	0.7	576	0.1	29,991	6.7
4th quarter ..	435,133	35,047	8.0	2,853	0.7	741	0.2	38,641	8.9
Year ..	445,985	27,406	6.2	2,793	0.6	743	0.2	31,032	7.0
1928.									
1st quarter ..	427,002	41,076	9.8	2,033	0.7	720	0.2	45,638	10.7
2nd quarter ..	416,827	43,209	10.4	2,847	0.7	600	0.1	46,656	11.2
3rd quarter ..	410,609	44,594	10.6	2,726	0.7	515	0.1	47,745	11.4
4th quarter ..	428,070	30,282	9.1	2,965	0.7	420	0.1	42,637	9.9
Year ..	423,422	42,235	10.0	2,868	0.7	566	0.1	45,669	10.8

7. Seasonal Employment in Australia.—A preliminary investigation concerning the extent of seasonal employment in Australia was made during the year. The State Statisticians were requested to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations, and from the reports received from these officials, supplemented by information from other sources, the following particulars have been compiled.

The industries or callings in Australia which may be stated most definitely to be seasonal are rural, or closely allied to rural pursuits. Other trades and occupations are subject to seasonal fluctuations, but not to the same extent. The industries, trades, or callings affected by seasonal fluctuations may, therefore, be divided into two groups, the first of which includes those of a definitely seasonal character, and the second group comprising trades and occupations in which large numbers of workers are required during certain portions of the year, but which are, to a greater or less extent, in operation during the twelve months. Workpeople in the first group are employed only for the season. Their period of work is limited, and at the end of the season the necessity of securing some other class of employment arises. In the second group large numbers of workpeople are required to cope with the rush of work, and when the bulk of the work is completed many are dismissed, but the nucleus of a staff is generally maintained during the year.

Workpeople following the undermentioned occupations may be considered to be engaged in purely seasonal employment:—(a) sheep shearing, classing, wool pressing, shed hands, cooks, etc.; (b) fruit picking, packing and drying; (c) agriculture—cultivating, sowing and harvesting, potato digging, hop tying and picking; (d) sugar cane cutting and sugar beet cultivating and digging; (e) slaughtering for export; and (f) salt scraping.

The following trades and callings are affected by seasonal fluctuations in employment:—(a) jam making; (b) fruit and vegetable canning and preserving; (c) sauce and pickle making; (d) aerated water making; (e) ice refrigerating and ice cream making; (f) wool scouring; (g) fell-mongering; (h) tanning; (i) chaff cutting; (j) wine and spirit making; (k) sugar milling; (l) flour milling.

Peak periods of employment occur during each year in connexion with other classes of work. Large staffs are required at wool and grain stores following the completion of the shearing and wheat harvesting seasons. The employees affected are mainly clerks and storemen. Waterside workers and tally clerks are employed in larger numbers during the early months of each year for the loading and checking of wheat and wool exports. Similar activity occurs during the fruit and meat export seasons. During sale periods and prior to Christmas shop assistants are employed in larger numbers, and there is also often an increased activity in the printing trades prior to Christmas. During certain months of the year increased business prevails in the tailoring, dressmaking, and millinery trades, due to the completion of orders for the new season's goods, and similar activity occurs immediately prior to racing or other carnivals. There are other trades and callings in which employment fluctuates considerably during each year, but not to the same marked extent as in those previously mentioned.

*Sheepshearing.*—During the last four months of each year sheep shearing is in full operation in all States. In the northern portion of Queensland, and in the north-west of Western Australia the season commences earlier. By

the end of the year the bulk of the shearing is completed, although in certain localities and sheds sheep are shorn in January. According to evidence given in the Commonwealth Court of Conciliation and Arbitration, the average duration of the shearing expedition, or average period during which shearers are employed, is about 20 weeks, of which, in the Eastern States, three are spent in travelling, as against about five weeks in Western Australia.

At the termination of the shearing season many of the employees return to the cities and towns to follow general labouring work or to obtain employment on railway or other construction work, but the greater percentage pass from one rural industry to another, such as harvesting, fruit picking, sugar cane cutting, etc.

*Agriculture.*—Additional labour is required in agricultural pursuits during two periods of the year—(a) during April to June when the crops are being sown, and (b) during October to January when the crops are being harvested. The seasonal periods differ slightly in the various States, but the extra help would generally be engaged during the months mentioned. The seasonal or temporary labour in the agricultural industry is mainly required in connexion with the sowing and harvesting of wheat, but additional assistance is required by farmers at certain periods of the year for potato digging (April to June); hop picking (February and March); sugar beet digging (April to June); and hay making and chaff cutting (December and January).

*Fruit picking.*—Fruit picking gives employment to large numbers of workers, male and female, during the season, which varies in duration and point of time in the several States. Small fruits are generally gathered during December to February, while the picking season for stone fruits extends from December to April. The season for apples and pears covers the months of February to June. Grapes and currants are gathered mainly during the months of February and March. The drying of these fruits gives employment to large numbers of workpeople in districts such as Mildura, Renmark, and other grape growing areas. Extra labour is also required in districts where grapes are grown for the production of wine and wine spirit. The picking of citrus fruits—oranges and lemons—also provides work during a portion of the year, mainly June to August.

*Sugar Industry.*—Sugar cane for the production of sugar is extensively grown in the coastal districts of Queensland and in the northern areas of New South Wales, and during the cutting and milling season affords employment to large bodies of workers. The season extends from June to December. Extra labour is required in the beet growing areas of Victoria during the season for digging, about April to June.

*Meat Industry.*—Considerable seasonal employment occurs in connexion with the slaughtering for export of cattle, sheep, and lambs. In Queensland the busy season for the slaughtering of cattle extends from March to July.

After that month the staff required is small in comparison with that employed during the peak period. The great proportion of the beef exported from Australia is grown, slaughtered, and shipped from Queensland. In New South Wales and Victoria sheep and lambs are slaughtered in large numbers for export, and during the season additional labour is required, not only in the slaughtering establishments but in meat works and on the wharves. The season extends from October to January. Victoria supplies the greater proportion of the lambs exported, while New South Wales exports more mutton than any other State. In both States cattle also are slaughtered for export. The meat works in the north-west of Western Australia employ special staffs during the season for the slaughtering of cattle for export.

*Other trades and industries.*—The tanning, fellmongering, and wool scouring industries are subject to severe fluctuations in employment during each year. Work at tanneries is slack during the later months of the year, while fellmongeries reduce hands considerably during the months of November to March, in some cases to the extent of 50 per cent. Wool scouring is busy from September to March and staffs are greatly reduced during the other months of the year.

The peak period for jam making and fruit canning occurs in Victoria during the months of November to April, when large numbers of workers, mostly females, are required to cope with the rush of work. In Tasmania the busy season extends to June. The ripe fruit comes to hand in such quantities that it is not possible to manufacture all the fruit into jam during the rush period, but by adopting a system of partial manufacture, or pulping, the process of jam making is divided into two sections, and the manufacturers are enabled to handle a larger quantity of fruit, some of which otherwise would have become useless, while a certain proportion of the employees are retained for longer periods. Considerable employment of a temporary character is provided by establishments engaged in fruit canning and preserving, and by sauce and pickle manufacturers, while during the summer months aerated water factories, ice refrigerating works, and establishments making ice cream employ greatly increased staffs for the season, the length of which depends on the weather.

**8. Organization of Public Works in connexion with Unemployment.**— Replies to inquiries from various public departments in the several States show that there does not appear to be any definite provisions made for the postponement of public works during times of economic activity with a view to reserving such works for periods of slackness in employment generally.

The State Government of Western Australia makes provision for the reservation of a sum of money each year for certain works which are put in hand during the period, May to September, in order to provide employment for men who are released from their usual occupations in the country districts, that is,

the periods between the end of the work for one wheat season and the beginning of that for another. Thus the State Government has in its employ during this period a greater number of men than during any other portion of the year. It is also understood that it is the practice in Western Australia to distribute expenditure on extensive works, such as railways, roads, bridges, harbours, etc., as evenly as possible over the financial year. This practice, however, does not appear to be in operation in other States. The degree of urgency of public works and the availability of departmental funds are the controlling factors. At the beginning of each financial year the works to be constructed are determined, the amount of funds required during the year is allocated, and the works are then proceeded with regularly, provision not being made for any deferment to meet prospective unemployment.

The general opinion of the heads of departments approached for information is that the reservation of certain public works to periods of severe unemployment would be most desirable, but the tendency in the past has been to proceed with public works as the funds became available, so that, on occasions, government works on a large scale were being carried on during periods of economic activity, while on other occasions when trade and industry were depressed the public authorities have been forced to economize, thereby aggravating the depression.

In order to provide employment during periods of acute unemployment, an endeavour is generally made by the respective State Governments to expedite the putting in hand of public works by providing special votes to be expended on relief works. The necessity for such action is generally brought under the notice of the Governments by deputations representing the unemployed.

In addition to providing employment on special relief works, the Governments urge such local bodies, as Roads Boards, Water and Sewerage Boards, and Local Government authorities generally to endeavour to relieve distress by putting in hand any available work. Municipal Councils and other Local Authorities frequently proceed with road construction and other improvement work, the cost of which is paid for in co-operation with the Government on the £1 for £1 basis, that is, for every £1 expended by the Local Authority, the Government advances £1. The adoption of this plan for providing funds has enabled large numbers of men to be given temporary employment on works which otherwise would have been deferred.

Definite schemes for the advancement or postponement of public works for the purpose of alleviating unemployment have not been in operation in Australia during past years, but as the question of devising a scheme for the alleviation of unemployment is now receiving serious consideration, this phase of relieving distress will probably receive attention.

### § 3. State Free Employment Bureaux.

1. **General.**—As there is considerable diversity in the scope of the several State Employment Bureaux, as well as in the methods adopted for registration of applicants for employment, the following information in regard to these Bureaux has been extracted from reports received from the officers in charge in the respective States :—

(i) *New South Wales.*—(a) *General.*—The Labour and Industry Department has established free employment agencies, known as State Labour Exchanges, in Sydney, Newcastle, and Broken Hill, with sub-agencies in 222 towns throughout the State. The Central Labour Exchange is located in Sydney, and there are five other exchanges in the Metropolitan area. These exchanges deal with all classes of labour. In addition, there is in Sydney a State Labour Exchange exclusively for the industry of coal lumping in Port Jackson.

The functions of the Exchanges as defined by the *Industrial Arbitration Act 1912* and amendments are—“To bring together intending employers and persons seeking employment; to make known the number of employed and unemployed in the State; to encourage minors and others to undertake training in skilled employment; to provide industrial and agricultural employment for vagrants and others unsuited for ordinary employment; to carry out any other duties prescribed.” For any of these purposes the State Labour Exchanges may co-operate with and assist any other Labour Exchange or licensed private employment agent.

The State Labour Exchanges may make advances by way of loan towards the expenses of persons seeking for employment in localities distant from those in which they find themselves. Advances are authorized for fares, tools of trade, etc. When any such advance has been made the Minister may make an order authorizing the employer to deduct the amount advanced from the employee's wages and remit it to the Department. A penalty of £10 or imprisonment not exceeding six months is provided in the case of persons fraudulently obtaining or attempting to obtain an advance by way of loan.

Sub-agents of the Labour Exchanges have been selected principally from leading stock and station agents in close touch with large employers. As mentioned previously, these sub-agents are located in 222 of the leading country towns. They are not entitled to make any charge to employees or employers for services rendered in connexion with employment, but receive fees from consolidated revenue for every effective engagement made.

Under Part 10, Division 2, of the Act, the operations of private employment agencies are regulated. A licence-fee of £2 per annum is charged, and the scale of charges and the methods by which their business must be conducted are prescribed by Regulation. The number of licences in force at 28th February, 1929, was 106.

(b) *Registrations of Applicants for Employment.*—At the Central Labour Exchange and at Newcastle applicants must register in person, giving particulars of name, address, whether married or single, nature of employment sought, and record of last three employments. If still in need of the services of the Exchange, applicants must renew their applications at the end of one month (seven days' grace being allowed), and must continue to renew their applications monthly, provided they are out of employment. A registration card is issued to each applicant. Applicants renewing their registrations are recorded in the “reporting class.” Those who have been sent to employment, or who have notified that they have obtained employment of their

own accord, and those whose applications for employment have not been renewed, are recorded as lapsed, and if desiring further services from the Exchange must make a re-registration application, and are then recorded in the "re-registration class."

At the other Exchanges in the Metropolitan district and at Broken Hill and elsewhere in the State than at Newcastle, applicants must call personally at the Exchange for registration, but there is no necessity for the applicant to re-register. Experience has shown that the applicants in country districts frequently travel from town to town, and that the majority of them do not wait in the one town more than a few days.

(c) *Applications from Employers.*—Applications received from employers are recorded and tabulated under the various classes of industries for which labour is required. Each monthly report shows the number of applications received from employers and the number of persons sent to employment.

(d) *Selection of Employees.*—When employment is available, applicants registered for employment in the class of work concerned are notified in the order of their registrations. The registered unemployed in the Metropolitan area are called up by notice in certain newspapers, if they are of the labouring class, and in other classes of work by notice through the post. Employers are requested to report upon the employment, conduct and capability of men sent out in order that a record may be made to assist in future selection. This information is recorded on the registration card.

(e) *Unemployment Food Relief.*—In order to provide relief in distressed cases, orders for rations are issued by the State Labour Exchanges at Sydney, Parramatta, Newcastle, and Broken Hill. The conditions attaching to the issue of food relief are that the person unemployed and his dependents are in distressed circumstances; that he has been unemployed for at least fourteen days through no fault of his own and had not more than three days' work during this period. Food relief is issued to single men only where they can show that they have facilities for preparing the food.

(f) *Transactions.*—Particulars of the transactions of the State Labour Exchanges are published monthly in the *New South Wales Industrial Gazette*. Tabulations relating to Employment and Unemployment during each month and for past years are given, together with a review of the state of employment in various industries and callings.

(ii) *Victoria.*—(a) *General.*—The head office of the Victorian Government Labour Exchange is in Melbourne, and at Geelong, Ballarat, and Bendigo the branches are conducted by the local inspector of factories. In 270 other towns in Victoria the agents of the Exchange are the local police officers.

(b) *Registrations of Applicants for Employment.*—Each applicant for employment must be registered. City registration lasts for one month and country registration for three months. If an applicant apply on the due date his registration ticket is renewed, and bears the original number, otherwise he must commence a fresh period of registration. The Exchange does not register women for employment.

(c) *Applications from Employers.*—Applications are recorded and tabulated under the various classes of industries for which labour is required.

(d) *Periods of Employment.*—The greatest number of engagements effected by the Exchange is for works carried on during the winter by the Government for the relief of distress. The Country Roads Board engages most of



the men, who are placed on relief work in the country, and of those placed in the city the majority are engaged for the municipalities on approved relief work for labourers, the payment for which is on the £1 for £1 basis, i.e., for every £1 provided by the municipality the Government provides £1. Labourers on country relief work have their services terminated at the end of six weeks, and on city relief work there is a maximum of three weeks' work, when fresh gangs are started. These periods of employment may vary at certain times. In addition to sending men to Government and municipal works, the Exchange supplies labour to private employers, most of whom are engaged in agriculture.

Rail tickets, in most cases, are issued to persons sent to Government positions, but guarantees are usually sought, and obtained, for persons sent to other employment. Since the adoption of the guarantee system the increase in repayment of fares has been from a little over 60 per cent. to 86 per cent. of the total issued.

There has been a considerable reduction during the last few years in the numbers of men engaged through the Exchange for railway work. The Department has adopted the policy of transferring men within the service when vacancies occur. The Electricity Commission, State Rivers Commission, Railway Construction Branch, and other bodies requiring labourers and navvies for construction and maintenance work usually engage most of the men on the job.

(e) *Transactions.*—The Labour Exchange does not issue an Annual Report, but statements are published showing the transactions during each quarter.

(iii) *Queensland.*—(a) *General.*—This State is in a different position from the other States because of the operation of the Unemployed Workers' Insurance Act. The operations of the State Labour Exchanges are, to a certain extent, combined with the administration of the Unemployed Workers' Insurance Acts, inasmuch as no person is eligible to draw sustenance under those Acts unless first registered as a bona fide unemployed worker at a State Labour Exchange. It follows, therefore, that registration is practically universal, and the unemployment registrations represent the actual unemployed more accurately in Queensland than is the case with the records available in any other State.

Every Clerk of Petty Sessions throughout the State is a Labour Agent (except at about twelve staff centres where special officers are located). All of these officers send to their nearest central Agency monthly particulars of the transactions at their respective Agencies, and these particulars are forwarded to Brisbane to be embodied in a return for the State. Current registrations at the beginning of a month represent the unemployed at that date, and to these are added new registrations during the month, and at the end of the month lapsed registrations disappear.

(b) *Registration of Applicants for Employment and Sustenance.*—Every applicant must be able to produce his registration card showing that his registration has been effected and is current. Having been so registered the applicant must renew his registration weekly while he continues to draw sustenance, and even after he has ceased to draw he is required to continue his weekly renewal of registration as long as he remains unemployed if he wishes to retain his priority of registration for the purpose of obtaining any employment through the Exchanges. Failure to renew within the prescribed time involves lapsing. The one registration is universal throughout the State.

Priority of registration is not the paramount qualification for securing any employment, as other factors are taken into account, such as experience in, and suitability for, the class of work offering, but other things being equal, priority of registration, which actually represents the period of unemployment, is given full weight.

(c) *Application from Employers.*—Applications by employers for labour are registered. Mention is made in the Report that, in view of the facilities afforded by the State in the establishment and conduct of the Exchanges, it is to be regretted that employers generally do not patronize the Bureau to the extent that might be expected.

Workpeople were supplied by the Exchanges to employers in many industries, but labourers (all classes) and employees for agricultural and pastoral work represented the bulk of those sent to employment.

(d) *Transactions.*—In the yearly Report of the Director of Labour and Chief Inspector of Factories the transactions of the State Labour Exchanges for the past twelve months are reviewed in detail.

(iv) *South Australia.*—(a) *General.*—In this State the Government Labour Exchange, which has a central agency in Adelaide, with branches at Port Adelaide and all principal country towns, controls the engagement of labour for all Government departments, and assists private employers in obtaining the tradesmen and labourers required. The police officer in each country town is an agent of the Exchange.

The operations of the Exchange are divided into two sections, one covering returned soldiers and all applicants eligible to be classed as such, the other covering civilians.

(b) *Registration of Applicants for Employment.*—Each applicant for registration is supplied with a card bearing his registration number, distinctive cards being used to differentiate between civilians and returned soldiers. Complete records of each applicant are kept at the Exchange. Each registered person must, if unemployed, re-register his card once each month. Failure to do so is taken as an indication that employment has been secured, and the continuity of the period of unemployment is then broken.

(c) *Applications from Employers.*—A register is kept of all employers requiring labour, showing the number and class of labour needed, and other particulars.

Employment is decided, other things being equal, in accordance with the period of unemployment, preference being given to married men.

The exchange supplied workpeople to employers engaged in a number of skilled trades, but the majority of the men sent to employment are labourers.

(d) *Transactions.*—The Annual Report of the Superintendent of the Government Labour Exchanges is included in the Report of the Public Works Department. Tables are also given showing the activities of the Exchanges during the year.

(v) *Western Australia.*—(a) *General.*—The head office of the State Labour Bureau is situated at Perth, with branches at Fremantle, Albany, and fourteen other country centres. These agencies are conducted by Clerks of Courts, Government Land Agents, or other Government officials.

Applicants must furnish complete information in regard to age, conjugal condition, trade or calling, etc., for record purposes, and sign a statutory declaration that the particulars are true and correct.

(b) *Registration of Applicants for Employment.*—Applicants for work are registered once in each financial year. On the first of each month applicants who call at the office are given a new card, but the applicant retains the

same register number throughout the year. At the end of each month the renewals are taken out and included with the new registrations, i.e., men who have registered during the month and for the first time since the first of the previous July. These renewals and new registrations form the total number of applicants for work during the month.

(c) *Applications from Employers.*—Employers' requisitions for workers are registered as they are received and numbered in rotation. All applications for labour, whether Government or private, are recorded in the register.

Care is exercised in the selection of suitable applicants for employment. Country agents unable to fill positions satisfactorily must notify the head office immediately.

(d) *Qualifications for Employment.*—In selecting men for Government work agents take into consideration the following points in giving preference :—(1) Financial members of Trade Unions ; (2) men with dependents in Western Australia (preference to largest families) ; (3) the period the applicant has been continuously unemployed, according to his records.

Railway passes are granted on the following grounds :—That applicants are—(1) destitute ; (2) known to be unemployed ; (3) registered for employment ; (4) that employment is known to have been offered ; (5) that an agreement is signed to refund the amount within a reasonable time ; (6) that, if unknown to the office, the applicant is recommended by some responsible person who is willing to give a personal guarantee, if necessary, that the fare advanced will be refunded, if the applicant fails to do so.

Duplicate agreements for the refund of fares are taken, one copy being kept by the agent and the other forwarded to the prospective employer. Communications are sent to employers regarding refunds of fares. Every effort is made to obtain refunds of amounts advanced.

(e) *Record of Operations.*—Tabulations showing the operations of the Labour Bureau for each quarter are prepared for the Department of Labour. These returns include particulars concerning applicants for work, engagements, number of fares advanced and cost of same, also the amount of fares recovered.

Annual Reports showing the transactions of the State Labour Bureau are prepared and submitted to the Hon. the Chief Secretary. These reports are available on application.

(vi) *Tasmania.*—(a) *General.*—The head-quarters of the Government Labour Bureau are situated at Hobart, and the head of the Department is the Chief Inspector of Factories, who is also Director of Labour.

Labour Bureaux are conducted at Hobart and Launceston, with agencies at the various Municipal Councils throughout the State, the Council Clerk acting as agent.

(b) *Registration of Applicants for Employment.*—An applicant for employment must fill in an application form giving full name, address, age, conjugal condition, number of dependents, nature of employment, etc. The registers are brought up to date each month, and names are struck off when men are sent to employment, or when an applicant has failed to report at least twice in each month, or omits to answer his name at two "pick ups."

(c) *Applications from Employers.*—Employers requiring labour are registered at the Bureau. Notices are posted at Railway Stations and Municipal Council Offices requesting employers to make known their labour requirements to the nearest Bureau.

(d) *Qualifications for Employment.*—The Bureau acts as a centre of public intelligence for the distribution of information regarding the number of persons wanting labour. Effort is made to select suitable persons for the positions offering, and, where possible, credentials are procured as to an applicant's qualifications and ability.

It is necessary for all applicants for employment to attend a "pick up," which is held each morning at 10 a.m., when any labour that may be required is selected. Those persons who live at too great a distance from the Bureau to attend the "pick up" are communicated with by telegram, telephone, or letter when work is offering.

The roster system is followed in the selection of labour with preference to married men, if possible.

(e) *Assistance Granted.*—Rail and coach fares are advanced to men when necessary, and the amounts are deducted from their first earnings. An authority for such deduction is signed by the worker, and this is forwarded to the employer with a request for the collection of the amount advanced.

Assistance is granted to married persons and their dependents to alleviate distress caused through unemployment. Full particulars of an applicant's circumstances are required. The applicant is referred to the Director, who, if he is satisfied as to the bona fides of the application, may, after due inquiry, issue relief in the form of orders on local tradesmen to supply bread, meat, groceries, and fuel. In each case the Department obtains from the applicant an undertaking in writing that the value of the goods will be refunded at the rate of 4s. per week when work has been secured.

(f) *Transactions.*—The Annual Report of the transactions of the State Labour Bureau is published in the Annual Report of the Industrial Department.

2. *Applications and Positions Filled.*—The following table shows the number of applications for employment and from employers received at the State Free Labour Bureaux in the various States during the years 1924 to 1928. The numbers of positions to which workpeople were sent are also shown:—

State Free Employment Bureaux.—Summary, Australia, 1924 to 1928.

Year.	Applications for Employment.			Applications from Employers Received during Period.	Positions filled.
	On Live Register at Beginning of Period.	Received during Period.	Total.		
1924 .. .. .	11,802	156,361	168,163	663,451	65,549
1925 .. .. .	13,216	169,669	182,885	659,008	75,177
1926 .. .. .	11,569	192,109	203,678	667,397	84,278
1927 .. .. .	66,825	218,543	225,368	670,367	76,235
1928 .. .. .	68,799	287,834	296,633	679,197	78,274

a Exclusive of N.S.W. and Qld.

b Exclusive of S.A. and Tas.

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

d Exclusive of Tas.

Compared with 1927 the number of applications for employment received during 1928 increased by 31.7 per cent., while the increase in the number of positions filled amounted to 2.7 per cent. In regard to applications from employers, the number received during 1928 shows an increase of 12.5 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 1928 :—

**State Free Employment Bureaux.—Summary, States, 1928.**

State.	Applications for Employment			Applications from Employers Received during Year.	Positions filled.
	On Live Register at Beginning of Year.	Received during Year.	Total.		
New South Wales ..	160	83,355	83,515	44,254	41,203
Victoria .. .. .	2,518	40,598	43,116	3,406	3,268
Queensland .. ..	..	89,819	89,819	11,880	11,879
South Australia ..	2,164	53,627	55,791	8,362	8,362
Western Australia ..	3,575	17,045	20,620	11,295	10,365
Tasmania .. .. .	382	3,390	3,772	..	3,197
Total .. .. .	a8,799	287,834	296,633	79,197	78,274

(a) Exclusive of N.S.W. and Qld.

The percentages of applicants who obtained employment through the Bureaux in the various States were :—New South Wales, 49 ; Victoria, 8 ; Queensland, 13 ; South Australia, 15 ; Western Australia, 50 ; Tasmania, 85 ; and all States combined, 26 per cent.

4. **Details in Industrial Groups.**—The next table gives details for the year 1928 in industrial groups :—

**State Free Employment Bureaux.—Summary, Industrial Groups, Australia, 1928.**

Industrial Group.	Applications for Employment.			Applications from Employers Received during Year.	Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.		
I. Wood, Furniture, Saw-mill, Timber Workers, etc. ..	107	2,244	2,351	157	196
II. Engineering, Metal Works, etc. ..	333	9,194	9,527	1,110	1,187
III. Food, Drink, Tobacco, etc. .. .. .	6	7,420	7,426	2,268	2,297
IV. Clothing, Hats, Boots, etc. .. .. .	6	2,419	2,425	589	587
V. Books, Printing, etc. ..	6	378	384	52	50
VI. Other Manufacturing ..	49	1,703	1,752	188	164
VII. Building .. .. .	428	21,573	22,001	3,913	3,926
VIII. Mining, Quarrying, etc.	34	1,836	1,870	188	226
IX. Rail and Tram Services	2,138	49,040	51,178	6,538	6,521
X. Other Land Transport	117	2,906	3,023	620	691
XI. Shipping, Wharf Labour, etc. .. .. .	8	174	182	33	28
XII. Pastoral, Agricultural, Rural, etc. ..	57	19,934	19,991	11,509	10,975
XIII. Domestic, Hotels, etc.	360	10,923	11,283	12,334	9,895
XIV. General Labour and Miscellaneous ..	5,150	158,090	163,240	39,698	41,531
Total .. .. .	a8,799	287,834	296,633	79,197	78,274

(a) Exclusive of N.S.W. and Qld.

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 the workers sent to employment by State Employment Bureaux during 1928 were unskilled men, the number of general labourers and miscellaneous workers (Group XIV.) being 41,531, or 53 per cent., of the total number provided with work. Domestic workers (Group XIII.), pastoral and agricultural labourers (Group XII.), and railway and tramway construction and repair workers were sent to employment in comparatively large numbers during the year. The number of skilled workers for whom positions were found was not large. As a general rule skilled workers do not register at the Bureaux until they have exhausted the usual avenues for obtaining employment in their regular trade. The great bulk of the workers who apply are unskilled, although skilled workers when they find that there is no employment in their own trade register for unskilled work.

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 1928.

State Free Employment Bureaux.—Details by Sexes, Australia, 1928.

Particulars.	Applications for Employment.			Applications from Employers Received during Year.(b)	Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.		
Males .. .. .	8,438	274,740	283,178	65,044	66,651
Females .. .. .	361	13,004	13,455	14,153	11,623
Total .. .. .	8,799	287,834	296,633	79,197	78,274

(a) Exclusive of N.S.W. and Qld.

(b) Exclusive of Tasmania.

#### § 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 1922, and the number arriving in each year since that date.

Assisted Immigration.—Summary, Australia, to 31st December, 1928.

Particulars.	To end of 1922.	1923.	1924.	1925.	1926.	1927.	1928.	Total.
No. of Immigrants .. .. .	887,791	26,045	25,036	24,827	31,280	30,123	22,594	1,045,076

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 occurred in the years 1920 to 1923, and slight decreases in 1924 and 1925. The number for 1926 shows a considerable increase, and is the highest for any year since the outbreak of war, although it represents only 76 per cent. of the average for the three pre-war years. The figures for 1928 show a decline of 25.7 per cent. compared with those for 1927.

2. **Immigrants to each State.**—The next table shows the numbers of assisted immigrants arriving in each State during the year 1928 :—

**Assisted Immigration.—States, 1928.**

Particulars.		N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Fed. Cap. Ter.	Total
Selected	Male	1,012	640	556	78	1,869	..	..	4,155
	Female	616	516	161	145	391	..	..	1,829
Nominated	Male	3,113	1,890	745	632	1,150	91	9	7,635
	Female	3,986	2,103	716	768	1,075	112	15	8,775
Total ..		8,732	5,149	2,178	1,623	4,485	203	24	22,394

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, 1928.**

INDUSTRIAL GROUP.	SELECTED.			NOMINATED.		
	Males.	Females.	Total.	Males.	Females.	Total.
I. Wood, Furniture, etc. .. ..	3	..	3	126	2	128
II. Engineering, Metal Works, etc .. ..	6	..	6	746	1	747
III. Food, Drink, Tobacco, etc. .. ..	..	..	..	114	21	135
IV. Clothing, Hats, Boots, etc. .. ..	..	..	..	159	371	530
V. Books, Printing, etc. .. ..	..	..	..	42	25	67
VI. Other Manufacturing .. ..	..	..	..	101	28	129
VII. Building .. ..	3	..	3	311	..	311
VIII. Mining .. ..	76	..	76	475	..	475
IX. Rail and Tramway Services .. ..	1	..	1	62	..	62
X. Other Land Transport .. ..	4	..	4	151	..	151
XI. Shipping, Wharf Labour, etc. .. ..	..	..	..	44	..	44
XII. Pastoral, Agricultural, etc. .. ..	3,852	..	3,852	854	5	859
XIII. Domestic, Hotels, etc. .. ..	..	1,698	1,698	37	1,500	1,627
XIV. General Labour and Miscellaneous .. ..	105	..	105	1,351	627	1,978
Dependents .. ..	105	131	236	3,062	6,105	9,167
Total .. ..	4,155	1,829	5,984	7,635	8,775	16,410.

Of the total number of immigrants, 9,403, or 42 per cent., were dependents, of whom 66.3 per cent. were females. The total number of selected immigrants was 5,984, as compared with 16,410 who were nominated by relatives or friends. Of the total immigrants (22,394), 11,790 were males and 10,604 were females. With the exception of comparatively few dependents, the selected male immigrants were classified as agricultural and pastoral workers, while the selected females were classified as domestic workers. Workers in all classes of industry were represented amongst the nominated immigrants who arrived during the year. Skilled tradesmen classified in the engineering and metal-working group numbered 746. There were 76 selected males in addition to the 475 nominated immigrants, who were recorded as workers in the mining industry. Of the females, 1,590 were classified as domestic workers, while 371 were skilled workers in the weaving, clothing and allied trades.

§ 5. Industrial Accidents.

1. **Source of Information.**—The following tables have been compiled from monthly and quarterly returns received at the Bureau from the Chief Inspectors of Factories, the Chief Inspectors of Machinery, and from Boiler, Lift, and Scaffolding Inspectors in the several States. The thanks of the Bureau are extended to the officials of the various State Departments, including the officials of the Mining Departments, for the returns.

2. **Number of Accidents reported.**—The following table shows the number of accidents reported in each State during the years 1923 to 1928 :—

Industrial Accidents.—Numbers, 1923 to 1928.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.	
No. of Fatal Accidents	1923 ..	49	22	14	5	12	6	106
	1924 ..	49	13	12	8	13	1	96
	1925 ..	53	12	13	6	19	6	114
	1926 ..	66	23	11	18	16	7	143
	1927 ..	66	26	6	11	34	6	149
	1928 ..	55	9	16	8	6	3	97
No. of Accidents Incapacitating for over 14 days	1923 ..	900	606	476	234	319	117	2,652
	1924 ..	1,061	473	545	269	259	104	2,711
	1925 ..	902	453	428	266	415	78	2,632
	1926 ..	845	523	292	331	694	67	2,752
	1927 ..	(a)2,771	759	325	359	663	89	4,966
	1928 ..	3,803	766	273	303	354	66	5,605

(a) *Vide* remarks below.

Compared with the previous year, the number of fatal accidents reported in 1928 showed a decrease. Less fatalities were reported in all States with the exception of Queensland. The number of non-fatal accidents increased in New South Wales, but decreased in the other States, the total for Australia being 5,605 in 1928, compared with 4,966 in 1927, an increase of 13 per cent.

The large increase in the number of accidents recorded in New South Wales during 1927 and 1928 was due to an amendment of the Act which provided that all accidents which prevented workers from returning to work within seven days must be reported. The figures for this State are, therefore, not exactly comparable with those for other States. It is also mentioned that the definition of a non-fatal accident is not on uniform lines in all States.



3. **Accidents in Industrial Groups.**—The next table gives the number of accidents in industrial groups for Australia during 1928.

**Industrial Accidents.—Number Reported in Industrial Groups, Australia, 1928.**

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc. .. .. .	3	330
II. Engineering, etc. .. .. .	10	946
III. Food, Drink, etc. .. .. .	4	597
IV. Clothing, Hats, etc. .. .. .	..	174
V. Books, Printing, etc. .. .. .	3	218
VI. Other Manufacturing .. .. .	8	1,071
VII. Building and Scaffolding .. .. .	23	743
VIII. Mining .. .. .	42	(a)1,043
IX. Lifts .. .. .	1	15
X. Miscellaneous .. .. .	3	233
<b>Total</b> .. .. .	<b>97</b>	<b>5,605</b>

(a) Includes 1,230 accidents in ore-dressing, smelting, and metallurgical works in New South Wales.

(b) *Vide* remarks on previous page.

As usual, the largest number of accidents both fatal and non-fatal occurred in the mining industry, the percentages being 43 for fatal and 35 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 Departments of Mines in the respective States, with the exception of those accidents which occur in smelting and metallurgical works which are registered as factories and are under the jurisdiction of the Chief Inspectors of Factories.

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments and to Inspectors of Factories concerning accidents in metallurgical works, etc., in each State during the year 1928.

**Mining Accidents.—Classification according to Causes, 1928.(a)**

**A.—Fatal Accidents.**

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
<b>METALLIFEROUS MINES.</b>							
<b>1. Below Ground—</b>							
Accidents caused by Explosives .. .. .	2	..	..	1	..	..	3
"    "    Falls of Ground .. .. .	1	1	1	1	1	1	6
"    "    Falling down shafts, etc .. .. .	1	1	..	..	1	..	3
Other Accidents .. .. .	..	..	..	1	1	..	2
<b>2. Above Ground—</b>							
Accidents caused by machinery in motion .. .. .	1	..	..	..	..	..	1
Other Accidents .. .. .	3	..	..	..	..	..	3
<b>3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.</b>							
.. .. .	1	..	..	..	..	..	1
<b>COAL MINES.</b>							
<b>1. Below Ground—</b>							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. .. .	1	..	4	..	..	..	5
Accidents caused by Explosives (Dynamite, etc.) .. .. .	..	..	..	..	..	..	..
Accidents caused by Falls of Earth .. .. .	7	..	2	..	..	..	9
Other Accidents .. .. .	6	1	1	..	1	..	9
<b>2. Above Ground—</b>							
Accidents caused by Machinery in Motion .. .. .	..	..	..	..	..	..	..
Other Accidents .. .. .	..	..	..	..	..	..	..
<b>Total</b> .. .. .	<b>23</b>	<b>3</b>	<b>8</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>42</b>

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

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

Cause of Accident.	(a)						(b) Total.
	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	
<b>METALLIFEROUS MINES.</b>							
<b>1. Below Ground—</b>							
Accidents caused by Explosives .. ..	..	..	2	2	7	2	13
"    "    Falls of Ground .. ..	..	1	2	1	4	3	11
"    "    Falling Down Shafts, etc. .. ..	..	..	..	1	6	1	8
Other Accidents .. ..	..	..	1	3	140	5	149
<b>2. Above Ground—</b>							
Accidents caused by Machinery in Motion .. ..	..	1	1	1	7	1	11
Other Accidents .. ..	..	1	..	38	47	12	98
<b>3. Accidents in Batteries, Ore-dressing, Smelt- ing and other Metallurgical Works, etc.</b>							
.. ..	..	..	9	145	0	10	182
<b>COAL MINES.</b>							
<b>1. Below Ground—</b>							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. ..	..	..	3	..	..	..	3
Accidents caused by Explosives (Dyna- mite, etc.) .. ..	..	..	2	..	..	..	2
Accidents caused by Falls of Earth .. ..	..	3	28	..	15	1	47
Other Accidents .. ..	..	..	73	..	72	..	145
<b>2. Above Ground—</b>							
Accidents caused by Machinery in Motion .. ..	..	..	1	..	2	..	3
Other Accidents .. ..	..	..	14	..	26	1	41
Total .. ..	..	6	136	191	335	45	713

(a) Not available.

(b) Exclusive of New South Wales. 1,230 accidents were reported in ore-dressing, smelting and metallurgical works in New South Wales during 1928.

The number of mining accidents occurring below ground in Australia, excluding non-fatal mining accidents in New South Wales, was considerably larger in 1928 than those occurring above ground, the respective figures for the year being 37 fatal and 378 non-fatal accidents below ground, and 4 fatal and 153 non-fatal accidents above ground. The number of non-fatal accidents reported in ore-dressing, smelting, and metallurgical works during the year, including accidents in New South Wales, was 1,943.

## CHAPTER IV.—ASSOCIATIONS.

## § 1. Labour Organizations.

1. **General.**—In Report No. 2 an outline was given of the method adopted to ascertain the number of members of labour organizations in Australia, and tabulated results up to the end of 1912 were included. From the beginning of 1913 quarterly returns were obtained from a considerable number of trade unions, both as to membership and unemployment, and these were supplemented at the end of each year by special inquiries as to the membership of those unions which, owing to the nature of the callings and industries