

CHAPTER IV.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

Annual figures for years since 1913 are contained in Labour Reports Nos. 6 to 29 while particulars for the year 1939 are furnished in the present Report.

2. **Industrial Disputes in Industrial Groups, 1939.**—The following table deals with industrial disputes involving stoppage of work during the year 1939 in industrial groups. A list of the 14 groups included in the classification will be found in the preface.

The number of industrial disputes recorded during 1939 was 416, as compared with 376 during the previous year. In New South Wales 386 disputes occurred, 357 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1939 amounted to 459,154 for all disputes in Australia, as compared with 1,337,994 working days lost during 1938. The estimated loss of wages was £455,716 in 1939, as compared with £1,303,820 for year 1938.

Industrial Disputes in Industrial Groups, 1939.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales—								
II.	Engineering, metal works, etc.	5	14	670	4,839	5,509	55,191	52,350
III.	Food, drink, etc.	3	3	1,939	..	1,939	22,387	14,600
IV.	Clothing, textiles, etc.	1	1	158	..	158	316	378
VI.	Other manufacturing	2	2	214	262	476	18,184	9,375
VII.	Building	3	3	41	16	57	563	424
VIII.	(a) Coal-mining	357	418	132,587	4,106	136,693	274,261	318,377
	(b) Other mining, quarries, etc.	1	1	95	..	95	380	400
IX.	Railway and tramway services	1	1	44	..	44	1,056	800
XI.	Shipping, wharf labour, etc.	1	1	1,663	..	1,663	29,934	17,414
XIV.	Miscellaneous	12	16	1,890	7	1,897	8,011	5,012
	Total	386	460	139,301	9,230	148,531	410,183	419,330
Victoria—								
III.	Food, drink, etc.	1	1	20	..	20	20	26
IV.	Clothing, textiles, etc.	2	2	58	..	58	98	42
VI.	Other manufacturing	1	1	68	..	68	272	118
VIII.	(a) Coal-mining	1	1	1,000	..	1,000	16,000	15,500
XIV.	Miscellaneous	5	5	843	180	1,023	10,923	4,270
	Total	10	10	1,989	180	2,169	27,313	19,946

Industrial Disputes in Industrial Groups, 1939—continued.

Class.	Industrial Group.	Num-ber.	Estab-lish-ments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
V. VIII. XIV.	Queensland—							£
	Books, printing, etc.	1	2	132		132	396	400
	(a) Coal-mining	2	2	80	2	82	764	913
	Miscellaneous	2	2	161		161	710	440
	Total	5	6	373	2	375	1,870	1,753
II. XIV.	South Australia—							
	Engineering, metal works, etc.	1	1	25	5	30	1,590	1,311
	Miscellaneous	1	1	145		145	290	105
	Total	2	2	170	5	175	1,880	1,416
II. III. VIII. XI.	Western Australia—							
	Engineering, metal works, etc.	2	2	148	1	149	590	450
	Food, drink, etc.	1	1	244	35	279	9,765	4,500
	(b) Other mining, quarries, etc.	3	3	696	109	805	3,425	4,328
	Shipping, wharf labour, etc.	1	1	20		20	320	300
	Total	7	7	1,108	145	1,253	14,100	9,578
VIII. XI. XIV.	Tasmania—							
	(a) Coal-mining	2	2	17		17	42	43
	Shipping, wharf labour, etc.	1	1	16		16	64	
	Miscellaneous	1	1	20		20	60	50
	Total	4	4	53		53	166	93
IX.	Northern Territory—							
	Railway and tramway services	2	16	231	40	274	3,642	3,600
II. III. IV. V. VI. VII. VIII. IX. XI. XIV.	Australia—							
	Engineering, metal works, etc.	8	17	843	1,845	5,688	57,371	51,111
	Food, drink, etc.	5	5	2,203	35	2,238	32,072	19,116
	Clothing, textiles, etc.	3	3	216		216	414	420
	Books, printing, etc.	1	2	132		132	396	400
	Other manufacturing	3	3	282	262	544	18,456	9,493
	Building	3	3	41	16	57	563	424
	(a) Coal-mining	362	423	133,684	1,108	137,792	291,067	335,033
	(b) Other mining, quarries, etc.	4	4	791	109	900	3,805	4,728
	Railway and tramway services	3	17	278	40	318	4,698	4,400
	Shipping, wharf labour, etc.	3	3	1,699		1,699	30,318	17,714
	Miscellaneous	21	25	3,059	187	3,246	19,994	9,877
	Total (c)	416	505	143,228	6,602	152,830	459,154	455,716

(c) The following dispute commenced in, and was uncompleted at the end of, the year 1938, and in respect of "No. of Disputes" and "No. of Establishments" is duplicated in the figures for 1939, viz. :—

State.	No. of Disputes.	No. of Establishments.	No. of Work-people Involved.
New South Wales	1	1	1,663

3. Particulars of Principal Disputes in 1939.—(i) *General.*—The preceding tables show the number and effect of all disputes for the year 1939 classified according to Industrial Groups. The figures show an increase compared with those of the previous year as regards number of working days and amount of wages lost. The tables show that of the total number of

disputes (416) which occurred in 1939, no less than 362 were in connexion with the coal-mining industry, and of these 357 occurred in New South Wales. The total loss of wages through all disputes in Australia was £455,716. The loss through 357 disputes in the coal-mining industry in New South Wales was £318,577, or 70 per cent. of the total loss in wages for Australia.

(ii) *Details regarding Principal Disputes.*—The losses in working days for all disputes for the year amounted to 459,154. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1939 are given below :—

Interstate.—Disputes which extend beyond the limits of a single State, while in some cases extensive, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations.

During 1939 no such dispute occurred.

New South Wales.—A proposed reduction in bonus rates was given as the cause of a dispute involving about 400 rubber workers at the works of the Dunlop-Perdriau Rubber Co. Ltd. at Drummoyne in April, 1939. Efforts to settle the dispute by direct negotiations were unavailing, and the employees refused to obey an order by the union that they return to work. An application by the employers to the Commonwealth Court of Conciliation and Arbitration for the de-registration of the union and the suspension or cancellation of an award of the Court was adjourned pending the result of a compulsory conference called by Judge Drake-Brockman. This conference succeeded in settling the dispute and work was resumed after a stoppage of about six weeks, the application for de-registration being allowed to stand over.

A stoppage involving about 300 coal-miners at Elrington Colliery in April, 1939, was reported to have been caused by the failure of the management to adhere to the principle of "seniority" when manning the coal-loader. The dispute lasted for about ten weeks, and was finally settled by negotiations between the management and representatives of the employees.

The dismissal of an employee who was alleged to be unfit for work was given as the cause of a stoppage involving coal-miners at the Pelton Colliery, Bellbird, in May, 1939. Several attempts to arrive at a satisfactory settlement of the dispute were unsuccessful, and the mine remained idle for nearly three months. Finally a settlement was arrived at by the management undertaking to find suitable work for the employee, and work was resumed.

A claim by engine-drivers and firemen for higher wages and improved working conditions was the cause of a stoppage of work by the employees of ten engineering and metal trade firms in Sydney in May, 1939. Negotiations between the employers and employees having failed to effect a settlement, a compulsory conference was ordered by Judge O'Mara, of the Commonwealth Court of Conciliation and Arbitration. At this conference both sides agreed to accept the terms of settlement, which provided that the grievances of the employees should be referred to the Court. Besides approximately 120 engine-drivers directly involved in the dispute, about 1,500 other persons in the industry were idle for nine days.

More than 3,000 persons employed in the mining industry at Broken Hill were thrown idle by a dispute involving about 40 engine-drivers and firemen at the Central Power Station in June, 1939. The cause of the dispute was the alleged unfair treatment by the manager of a member of the union. After a stoppage of about two weeks, negotiations between the management and representatives of the union brought about a settlement of the dispute, the management agreeing to give the employee concerned six months' trial on the job to which he considered he was entitled.

As a protest against the "National Register" coal-mining employees in New South Wales stopped work for one day in July, 1939. There was no dispute with the employers and work was resumed next day without negotiations.

Objection to the action of the Commissioner in transferring a man to a lighter job was given as the cause of a dispute affecting employees of the Metropolitan Meat Industry Commission at Homebush Abattoirs in November, 1939. Approximately 200 sheep slaughtermen ceased work, and an application was made by the employers to the Industrial Commission for the de-registration of the union and cancellation of the preference clause in the award. A conference convened by Mr. Justice Cantor failed to find a basis for settlement of the dispute, and the Industrial Commission decided that the union would be de-registered and the preference clause abolished unless work was resumed immediately. As a protest against this decision the remainder of the employees (about 1,300) ceased work. A conference was then called by the Minister for Labour and Industry (Mr. Gollan) and terms of settlement were agreed to by representatives of the parties involved. These terms provided that if work was resumed the employers would not oppose re-registration of the union and restoration of the preference clause, and that minor points in dispute would be discussed at a conference of the parties after work was resumed. The employees returned to work after a stoppage lasting more than two weeks.

Victoria.—Objection to a clause in the interim award which provided for an eight-hour day exclusive of half an hour meal break instead of an eight-hour day inclusive of the meal break as provided in the old award, was the cause of a dispute at the State Coal Mine, Wonthaggi, in July, 1939. After a stoppage of about three weeks the employees decided to accept the terms for settlement arrived at by a compulsory conference convened under the authority of the Commonwealth Conciliation and Arbitration Act. The terms provided that surface hands should work the eight-and-a-half-hour shift under the new award, on condition that, if the Full Court decided they should only work eight hours, they would be paid for the additional half-hour at ordinary rates as from the date of resumption of work up till the date of the order of the Full Arbitration Court.

Western Australia.—Failure by the employees to obtain an agreement involving shorter hours and increased wages was given as the cause of a stoppage of work in the biscuit manufacturing industry at Fremantle in July, 1939. The dispute, which involved nearly 300 workers and lasted for about six weeks, was finally settled by intervention of the President of the State Arbitration Court. The most important of the terms of settlement was that the employers agreed to retire from a long-dated agreement under which the employees carried on for years and to negotiate for a new award.

4. Industrial Disputes, 1935 to 1939.—(i) *Australia*.—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, and the losses in working days and wages for each of the years 1935 to 1939, and the aggregate for the whole period:—

Industrial Disputes : Australia.

Year	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)		Transport, Land and Sea. (Groups IX. to XI.)	Miscel- laneous. (Groups XII to XIV.)	ALL GROUPS.
			Coal- mining.	Other Mining.			
NUMBER.							
1935 ..	21	4	108	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1937 ..	59	2	249	12	6	14	342
1938 ..	43	3	314	6	4	6	376
1939 ..	20	3	362	4	6	21	416
1935-39 ..	173	15	1,204	44	40	76	1,552
WORKPEOPLE INVOLVED.							
1935 ..	4,086	49	31,519	2,795	6,142	2,731	47,322
1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1937 ..	17,353	30	72,492	3,543	574	2,181	96,173
1938 ..	12,822	4,270	122,379	1,820	1,870	793	143,954
1939 ..	8,818	57	137,792	900	2,017	3,246	152,830
1935-39 ..	48,559	4,987	409,782	16,080	10,978	10,480	500,866
WORKING DAYS LOST.							
1935 ..	62,423	1,294	162,633	64,824	100,774	103,176	495,124
1936 ..	199,641	2,337	224,113	37,582	8,087	25,488	497,248
1937 ..	214,869	180	307,699	20,736	2,959	10,668	557,111
1938 ..	294,062	34,520	928,860	20,224	59,068	1,260	1,337,994
1939 ..	108,709	563	291,067	3,805	35,016	19,994	459,154
1935-39 ..	879,704	38,894	1,914,372	147,171	205,904	160,586	3,346,631
ESTIMATED LOSS IN WAGES.							
1935 ..	£ 47,079	£ 1,143	£ 164,648	£ 57,791	£ 61,249	£ 58,686	£ 390,596
1936 ..	160,259	1,846	249,767	36,408	5,480	15,065	468,825
1937 ..	165,618	211	313,052	20,133	2,572	5,159	506,745
1938 ..	239,222	31,847	973,659	23,103	35,062	927	1,303,820
1939 ..	83,540	424	335,033	4,728	22,114	9,877	455,716
1935-39 ..	695,718	35,471	2,036,159	142,163	126,477	89,714	3,125,702

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII.). For the year 1939 these disputes represented 87 per cent. of the total for the year.

During the past five years, working days lost through dislocations of work involving employees in coal-mining numbered 1,914,372, representing 57 per cent. of the total loss of working days for the period. The majority of these disputes occurred in New South Wales. In making comparisons regarding the number and magnitude of disputes in this particular class it should be noted that the number of workers engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States.

(ii) *States*.—The number of industrial disputes in each State during the years 1935 to 1939, together with the workpeople involved, the working days lost, and the estimated loss in wages are given hereunder.

Industrial Disputes: States.

State or Territory.	Year.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1935	134	162	31,350	2,055	33,405	301,345	£ 237,707
	1936	188	231	50,557	1,728	52,285	432,513	414,375
	1937	296	391	84,323	3,515	87,838	434,617	403,158
	1938	340	483	116,378	8,160	124,538	1,029,427	1,012,915
	1939	386	460	139,301	9,230	148,531	410,183	419,330
Victoria	1935	20	30	7,658	243	7,901	45,713	51,280
	1936	10	22	1,599	124	1,723	12,251	9,899
	1937	11	11	3,770	44	3,814	70,753	57,182
	1938	19	38	7,678	2,612	10,290	104,336	87,595
	1939	10	10	1,980	180	2,169	27,313	19,946
Queensland	1935	13	29	1,794	201	1,995	73,351	37,960
	1936	12	12	1,052	194	1,246	14,653	12,325
	1937	10	11	792	203	995	15,681	15,699
	1938	5	9	2,657	—	2,657	87,539	87,379
	1939	5	6	373	2	375	1,870	1,753
South Australia	1935	3	5	340	—	340	2,463	1,557
	1936	1	1	101	—	101	505	400
	1937	6	15	1,257	52	1,309	3,951	2,464
	1938	2	2	73	52	125	249	223
	1939	2	2	170	5	175	1,880	1,416
Western Australia	1935	11	29	3,597	6	3,603	71,976	61,901
	1936	19	49	3,408	1,309	4,717	32,408	27,714
	1937	12	45	1,445	220	1,665	14,397	12,570
	1938	7	21	2,994	650	3,644	43,768	43,278
	1939	7	7	1,108	145	1,253	11,100	9,578
Tasmania	1935	1	1	70	4	74	148	91
	1936	4	4	369	6	375	3,718	3,212
	1937	4	7	374	5	379	17,016	14,964
	1938	2	4	2,200	—	2,200	72,175	72,030
	1939	4	4	53	—	53	166	93
Northern Territory	1935	1	1	4	—	4	128	100
	1936	1	1	32	8	40	1,200	900
	1937	3	3	160	13	173	696	708
	1938	1	1	500	—	500	500	400
	1939	2	16	234	40	274	3,642	3,600
Aust. Cap. Territory	1935	—	—	—	—	—	—	—
	1936	—	—	—	—	—	—	—
	1937	—	—	—	—	—	—	—
	1938	—	—	—	—	—	—	—
	1939	—	—	—	—	—	—	—
Australia	1935	183	257	44,813	2,509	47,322	495,124	390,596
	1936	235	320	57,118	3,469	60,587	497,248	468,825
	1937	342	484	92,121	4,052	96,173	557,111	506,745
	1938	376	558	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	505	143,225	9,602	152,830	459,154	455,716

5. *Duration of Industrial Disputes*.—(i) *General*.—The duration of each industrial dispute involving a loss of work, i.e., the time between the cessation and resumption of work, has been calculated in working days, exclusive of

Sundays and holidays, except where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). The following limitations of time have been adopted:—(a) One day or less; (b) two days and more than one day; (c) three days and more than two days; (d) over three days and under six days (the latter considered as constituting one week); (e) one week and under two weeks; (f) two weeks and under four weeks; (g) four weeks and under eight weeks; and (h) eight weeks and over.

(ii) *Australia*—1935 to 1939.—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1935 to 1939 are given in the table appended:—

Duration of Industrial Disputes: Australia.

Limits of Duration.	Year.	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages
			Directly.	Indirectly.	Total.		
1 day and less	1935	50	13,619	570	14,189	14,189	14,977
	1936	89	20,378	845	21,223	21,223	23,564
	1937	140	41,050	966	42,016	42,016	44,649
	1938	196	68,015	813	68,828	68,828	77,346
	1939	230	96,184	1,191	97,375	97,375	106,979
2 days and more than 1 day	1935	34	8,173	327	8,500	17,000	16,959
	1936	37	9,176	403	9,579	19,156	20,382
	1937	72	17,695	307	18,002	36,004	36,749
	1938	56	15,928	462	16,390	32,780	33,069
	1939	60	16,398	872	17,270	34,540	35,645
3 days and more than 2 days	1935	12	2,900	206	3,106	9,318	9,555
	1936	19	4,636	685	5,321	15,963	16,923
	1937	20	5,776	55	5,831	17,493	19,444
	1938	38	8,869	793	9,662	28,986	31,233
	1939	38	10,103	1,374	11,477	31,431	36,427
Over 3 days and less than 1 week (6 days)	1935	15	2,333	132	2,465	10,780	11,076
	1936	33	8,352	545	8,797	38,170	38,853
	1937	37	11,041	1,177	12,218	56,114	53,330
	1938	27	6,469	675	7,144	31,558	33,159
	1939	34	7,540	404	7,944	36,387	37,056
1 week and less than 2 weeks	1935	29	4,727	108	4,835	41,966	38,043
	1936	25	6,774	173	6,947	46,511	42,248
	1937	40	7,312	947	8,259	62,352	60,061
	1938	30	7,826	5,971	13,797	115,605	98,218
	1939	34	6,864	2,169	9,033	75,323	67,736
2 weeks and less than 4 weeks	1935	20	4,910	817	5,727	88,499	68,451
	1936	16	2,884	424	3,308	53,261	46,705
	1937	16	3,418	202	3,620	52,241	44,986
	1938	11	1,461	101	1,562	23,534	21,256
	1939	10	5,002	3,224	8,226	116,182	116,882
4 weeks and less than 8 weeks	1935	14	6,541	185	6,726	170,255	134,693
	1936	10	1,170	114	1,284	37,704	28,671
	1937	9	3,546	218	3,764	120,688	95,807
	1938	13	23,376	1,327	24,703	887,172	883,426
	1939	6	618	307	925	25,463	15,965
8 weeks and over	1935	9	1,610	164	1,774	143,117	96,839
	1936	6	3,848	280	4,128	265,260	245,470
	1937	8	2,283	180	2,463	161,203	151,719
	1938	5	536	1,332	1,868	149,531	126,113
	1939	4	519	61	580	39,453	39,089
Total	1935	183	44,813	2,509	47,322	495,124	390,596
	1936	235	57,118	3,460	60,578	497,248	468,825
	1937	342	92,121	4,052	96,173	557,111	506,745
	1938	376	132,480	11,474	143,954	1,337,994	1,303,820
	1939	416	143,228	9,602	152,830	459,154	455,710

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

(ii) *Causes of Disputes, Australia, 1913 and 1933 to 1939.*—The following table gives particulars of industrial disputes according to causes for the years specified.

Causes of Industrial Disputes: Australia.

Causes of Disputes.	1913.	1933.	1934.	1935.	1936.	1937.	1938.	1939.
NUMBER.								
1. Wages—								
(a) For increase ..	42	7	10	9	16	28	10	13
(b) Against decrease ..	4	4	3	5	1	1	2	1
(c) Other wage questions ..	31	14	31	44	48	77	67	56
2. Hours of Labour—								
(a) For reduction ..	3	..	..	..	1	2	2	1
(b) Other disputes re hours ..	7	7	6	8	4	4	1	9
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	1	4	4	4	5	5	1
(b) Other union questions ..	5	3	8	12	16	24	43	48
4. Employment of particular classes or persons ..	44	35	52	53	81	80	106	107
5. Working conditions ..	51	9	52	40	43	72	73	90
6. Sympathy ..	5	..	3	1	5	11	4	1
7. Other causes ..	8	16	13	13	16	38	63	73
Total ..	208	90	155	183	235	342	376	416

WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	29	7,210	2,161	2,014	7,678	967	4,384
(b) Against decrease ..	563	2,178	2,817	339	40	15	914	279
(c) Other wage questions ..	7,160	4,336	8,335	11,804	12,930	21,588	21,399	17,094
2. Hours of Labour—								
(a) For reduction ..	460	..	..	..	20	429	4,050	4,150
(b) Other disputes re hours ..	1,819	2,620	309	1,601	488	1,474	36	3,383
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	89	383	581	1,612	3,542	1,659	21
(b) Other union questions ..	1,418	705	2,184	2,532	4,011	5,889	13,241	16,030
4. Employment of particular classes or persons ..	11,370	11,803	15,638	11,497	22,978	20,401	30,020	28,691
5. Working conditions ..	10,785	4,303	6,062	11,298	10,985	17,854	40,206	28,092
6. Sympathy ..	947	..	1,045	22	1,062	3,235	1,260	2,600
7. Other causes ..	1,758	3,850	6,875	5,487	4,447	14,068	30,204	48,106
Total ..	50,283	30,113	50,858	47,322	60,587	96,173	143,954	152,330

* The heading "Other causes" has been adopted to meet various sets of circumstances which mainly arise in connexion with stoppages which are not concerted movements, and include among others the following:—(a) During the course of a meeting of miners, the wheelers return their horses to the stables and leave the colliery; (b) disputes (not necessarily connected with industrial matters which the employer can control) arise between wheelers and clippers, or any two sets of workers, and sufficient workmen are not available to work the mine to its full capacity.

Causes of Industrial Disputes: Australia—continued.

Cause of Disputes.	1913.	1933.	1934.	1935.	1936.	1937.	1938.	1939.
WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	100,060	87	108,277	72,367	33,439	144,372	32,390	24,115
(b) Against decrease ..	9,438	17,431	35,459	1,621	120	30	7,340	4,472
(c) Other wage questions ..	78,183	18,736	40,219	73,020	32,068	107,904	116,468	67,550
2. Hours of Labour—								
(a) For reduction ..	2,774				340	1,897	34,300	21,036
(b) Other disputes <i>vs</i> hours ..	15,111	8,895	1,748	48,878	9,577	4,442	900	10,752
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	80	3,263	1,615	7,509	20,750	2,906	61
(b) Other union questions ..	32,388	1,421	10,774	11,690	9,616	9,569	80,280	52,096
4. Employment of particular classes or persons ..	191,723	31,799	110,166	144,453	266,310	133,428	104,454	81,101
5. Working conditions ..	73,562	22,865	26,223	64,612	119,475	85,746	744,147	108,409
6. Sympathy ..	24,066		11,174	44	10,209	11,230	4,440	2,600
7. Other causes ..	5,212	10,633	23,083	75,618	8,585	32,743	210,369	86,370
Total ..	623,528	111,956	370,356	495,124	497,248	557,111	1337994	450,151

The main causes of industrial disputes are "wage" questions, "working conditions," and "employment of particular classes or persons."

The number of disputes concerning "wages" in 1939 was 75, representing 18 per cent. of the total. The heading "Employment of particular classes or persons" includes stoppages of work for the purpose of protesting against the dismissal of fellow workpeople who were considered to have been unfairly treated or victimized. This class of dispute occurs frequently in the coal-mining industry. Disputes over "Employment" questions in 1939 numbered 107, or 26 per cent. of the total, and over "Working Conditions" 90, or 22 per cent. Disputes classified under these three headings numbered 272, or 65 per cent. of the total dislocations during the year.

7. **Results of Industrial Disputes**—(i) *General*.—The terms or conditions under which a resumption of work is agreed upon are taken as the basis of the result of the dispute and are comprised in one or other of the following four classes, namely:—

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

Disputes are considered to result:—(a) In favour of workpeople, when the employees succeed in enforcing compliance with all their demands, or are substantially successful in attaining their principal object, or in resisting a demand made by their employers; (b) In favour of employer, when the demands of the employees are not conceded, or when the employer or employers are substantially successful in enforcing a demand; (c) Compromise, when the employees are successful in enforcing compliance with a part of their demands or in resisting substantially full compliance with the demands of their employer or employers; (d) Indefinite, when, for example, employees cease work owing to some misconception regarding the terms of an award, determination, or agreement, and work is resumed as usual on the matters in dispute being explained; or in cases where a dispute arises in connexion with certain work which is, however, abandoned, even though the employees return to the same establishment to be employed on other work. The results of "Sympathetic" disputes, in which a body of workers cease work with the object of assisting another body of workers in obtaining compliance with some demand, are generally "Indefinite" except when the stoppage is entered upon partially to enforce a demand in which these workers might ultimately benefit.

(ii) *Results in each State, 1939.*—The following table shows the industrial disputes in 1939, classified according to results.

Industrial Disputes: Results, 1939.

State or Territory.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
New South Wales	65	290	16	15	20,872	115,939	5,693	6,027	81,578	250,482	35,329	44,054
Victoria	4	4	1	1	1,360	194	300	18	19,100	1,595	6,600	18
Queensland	..	5	1	1	..	185	40	150	..	590	440	610
South Australia	..	..	..	..	..	30	..	145	..	570	..	210
Western Australia	4	2	..	1	199	775	..	279	1,060	3,275	..	9,715
Tasmania	..	..	..	..	12	25	..	16	12	90	..	64
N. Territory	1	..	1	..	74	..	200	..	2,442	..	1,200	..
A. C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust. ..	75	302	19	20	22,517	117,445	6,233	6,635	104,192	256,602	43,569	54,791

(iii) *Australia, 1939.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes in Australia for the year 1939, classified according to cause and result of dispute.

Industrial Disputes: Causes and Results, Australia, 1939.

Classified according to Causes and Results.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
Wages—												
(a) For increase	5	5	2	1	786	1,670	1,884	14	2,430	7,641	12,988	1,056
(b) Against decrease	2	1	..	1	104	30	..	145	2,592	1,590	..	290
(c) Other Wage questions	10	40	4	4	2,671	12,085	1,092	1,246	8,838	53,702	1,354	3,656
Hours of Labour—												
(a) For reduction	3	7	..	2	920	2,933	..	1,237	5,420	6,433	..	9,783
(b) Other disputes re hours	4	5	..	..	1,599	1,781	..	..	1,599	9,153	..	..
Trade Unionism—												
(a) Against employment of non-unionists	1	..	..	..	21	..	..	..	63	..	..	..
(b) Other union questions	2	44	..	2	801	13,310	..	1,919	801	21,095	..	30,190
Employment of particular Classes or Persons	21	71	10	5	4,073	19,813	2,136	857	9,415	50,782	7,156	4,748
Working conditions	23	61	2	4	8,061	17,259	819	1,053	56,035	32,371	15,471	4,532
Sympathy	1	..	..	..	2,600	..	..	..	..	2,600	..	..
Other Causes	4	67	1	1	1,681	45,961	300	134	16,999	62,235	6,600	536
Total ..	75	302	19	20	22,517	117,445	6,233	6,635	104,192	256,602	43,569	54,791

(iv) *Australia, 1935 to 1939.*—The table hereunder shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1935 to 1939, classified according to results :—

Industrial Disputes: Results, Australia.

Year.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
1935 ..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,666	62,007	10,194
1936 ..	44	165	7	19	13,997	40,279	908	5,103	248,363	179,748	7,027	62,110
1937 ..	86	206	7	41	23,939	58,665	713	12,273	192,181	285,755	3,744	37,305
1938 ..	94	229	18	34	24,953	75,100	6,037	36,201	90,375	149,959	45,205	1,022,521
1939 ..	75	302	10	20	22,517	117,445	6,233	6,635	104,190	256,602	43,569	54,791

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in earlier years, but of late years the position has been reversed. The percentage in favour of employers in 1939 was 73. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

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

(ii) *Australia, 1913 and 1933 to 1939*—Information for Australia for the years specified is given hereunder:—

Methods of Settlement of Industrial Disputes: Australia.

Methods of Settlement.	1913.	1933.	1934.	1935.	1936.	1937.	1938.	1939
Negotiation—								
Direct between employers and employees or their representatives ..	119	64	84	130	174	265	245	277
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	1	3	3	16	9	17	17
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	3	10	7	3	1	3	5
By reference to Board or Court ..	22	3	8	6	6	..	9	2
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	2	5	5	2	2	9	6
By Filling Places of Work-people on Strike or Locked out ..	13	2	2	8	4	5	..	1
By Closing down Establishment permanently ..	1	3	2	4	..	1	..	2
By other methods ..	13	11	40	18	30	48	92	106
Total ..	208	89	153	181	235	340	375	416

WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	19,703	25,469	30,360	44,251	72,430	70,481	80,195
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	1,100	891	285	5,061	2,764	4,845	2,489
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	1,290	4,559	3,867	291	1,804	1,844	4,925
By reference to Board or Court ..	12,771	1,390	1,666	1,445	1,746	428	5,519	129
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	1,095	4,335	2,017	339	480	21,289	3,268
By Filling Places of Work-people on Strike or Locked out ..	658	986	138	3,670	141	825	..	20
By Closing down Establishment permanently ..	170	1,271	444	168	..	86	..	178
By other methods ..	2,988	3,213	13,092	5,436	8,758	16,773	38,313	61,326
Total ..	50,283	30,049	50,594	47,188	60,587	95,590	142,291	152,830

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1913.	1933.	1934.	1935.	1936.	1937.	1938.	1939.
WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	54,774	182,260	192,903	234,373	396,410	203,175	245,700
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	6,600	20,019	3,211	202,949	18,517	64,220	52,943
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	3,510	58,801	117,762	3,047	48,769	11,796	35,647
By reference to Board or Court ..	221,769	6,330	10,474	16,961	24,503	7,354	326,881	3,366
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	15,437	46,814	24,601	7,152	4,120	629,073	46,450
By Filling Places of Work—								
people on Strike or Locked out ..	14,139	10,543	138	74,873	2,581	12,571	..	20
By Closing down Establishment permanently ..	20,400	8,627	4,486	7,546	..	172	..	3,892
By other methods ..	56,509	6,071	41,322	48,943	22,643	31,162	72,913	71,127
Total ..	623,528	111,892	364,314	486,800	497,248	510,075	1,308,060	459,154

In each of the years included above, direct negotiation between employers and employees settled the majority of the disputes. In the year 1913, 57 per cent. of the total number of dislocations were settled in this manner, and the percentages in subsequent years varied between 43 in 1925 and 78 in 1937. In 1939 the percentage was 67. In connexion with the comparatively large number of disputes classified as settled "By other methods," stoppages of work frequently occur, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

§ 2. Fluctuations in Employment.

1. General.—The collection by this Bureau of information relating to unemployment was initiated in 1912, when special inquiries were forwarded to officials of trade unions throughout Australia for particulars for that year, and for information relating to previous years, as far back as 1891.

From 1913, information concerning the extent of unemployment of trade unionists has been collected at quarterly periods, and the results of the investigations have been published in the *Official Year Book*, *Quarterly Summary of Australian Statistics*, and the *Labour Reports*. The Bureau is greatly indebted to the responsible officials of the various unions for the kindly readiness with which they supplied available data.

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 470,000, consisting predominantly of males and representing about 54 per cent. of the total trade union membership and between 20 and 25 per cent. of all wage and salary earners. Unemployment returns are not collected from unions the members of which are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, shearers, etc.). Very few unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions.

Seasonal fluctuations in unemployment have been recorded by collecting returns quarterly since 1st January, 1913. The quarterly figures show the number of persons who were out of work for three days or more during a specified week in each quarter and exclude persons out of work through strikes and lock-outs except those outside the industry who are indirectly affected. The yearly figures quoted represent the average of the four quarters.

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

2. **Unemployment.**—(i) *Australia, 1891 to 1940 (June Quarter).*—The following table gives particulars for Australia for the years 1891 to 1940 (June Quarter) in respect of:—

- (a) The number of unions for which returns as to unemployment are available, (b) The number of members of such unions, (c) The number of members unemployed, and (d) The percentage of members unemployed on total number of members.

Unemployment: Australia.

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year ..	25	6,445	599	9.3
1896 " " ..	25	4,227	457	10.8
1901 " " ..	39	8,710	574	6.6
1907 " " ..	51	13,179	757	5.7
1908 " " ..	68	18,685	1,117	6.0
1909 " " ..	84	21,122	1,223	5.8
1910 " " ..	109	32,995	1,857	5.6

Unemployment : Australia—continued.

PARTICULARS.	Unions	Number of Members.	UNEMPLOYED.	
			Number.	Percentage
1911 end of year ..	160	67,961	3,171	4.7
1912 " " ..	464	224,023	12,441	5.6
1913 (average for year) ..	462	246,068	16,054	6.5
1914 " " ..	459	268,938	22,344	8.3
1915 " " ..	470	276,215	25,663	9.3
1916 " " ..	473	290,075	16,783	5.8
1917 " " ..	450	286,811	20,334	7.1
1918 " " ..	478	299,793	17,536	5.8
1919 " " ..	464	310,145	20,507	6.6
1920 " " ..	447	341,967	22,105	6.5
1921 " " ..	449	361,744	40,549	11.2
1922 " " ..	445	380,998	35,238	9.3
1923 " " ..	436	376,557	26,672	7.1
1924 " " ..	413	397,613	35,507	8.9
1925 " " ..	380	391,380	34,620	8.8
1926 " " ..	374	415,397	29,326	7.1
1927 " " ..	375	445,985	31,032	7.0
1928 " " ..	375	423,422	45,669	10.8
1929 " " ..	382	424,093	47,359	11.1
1930 " " ..	395	438,874	84,767	19.3
1931 " " ..	397	430,004	117,866	27.4
1932 " " ..	395	415,434	120,454	29.0
1933 " " ..	394	415,305	104,035	25.1
1934 " " ..	394	424,035	86,865	20.5
1935 " " ..	396	435,938	71,823	16.5
1936 " " ..	392	441,311	53,992	12.2
1937 " " ..	387	449,588	41,823	9.3
1938 " " ..	390	466,325	40,138	8.7
1939 " " ..	396	476,918	45,967	9.7
1937 Sept. Quarter ..	387	451,584	42,145	9.3
Dec. " " ..	387	455,608	37,558	8.2
1938 March " " ..	386	462,918	37,111	8.0
June " " ..	386	464,208	39,824	8.6
Sept. " " ..	394	468,634	43,092	9.2
Dec. " " ..	395	471,581	42,077	8.9
1939 March " " ..	395	474,277	45,545	9.6
June " " ..	398	477,149	45,183	9.5
September " " ..	397	478,000	48,888	10.2
December " " ..	392	478,245	44,253	9.3
1940 March " " ..	394	483,806	38,307	7.9
June " " ..	388	475,815	49,775	10.5

(ii) *Australia, by Industries, 1939.*—The next table shows the percentages unemployed in industrial groups. Industries or occupations in which employment is stable, such as railways, and those which are subject to exceptional fluctuations, such as wharf labour, agricultural, pastoral, etc.,

are not included. Other occupations—domestic, hotel employees, etc.—are included in the "Other and Miscellaneous" group, as their returns are not sufficiently representative.

Unemployment in Industrial Groups : Australia, 1939.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. . .	16	18,579	2,956	15.9
II. Engineering, Metal Works, etc. . .	64	88,168	6,768	7.7
III. Food, Drink, Tobacco, etc. . .	55	42,353	7,346	17.3
IV. Clothing, Hats, Boots, etc. . .	22	43,115	5,325	12.4
V. Books, Printing, etc. . .	13	22,057	913	4.1
VI. Other Manufacturing . .	62	49,683	4,748	9.6
VII. Building . .	46	53,070	4,685	8.8
VIII. Mining, Quarrying, etc. . .	21	25,982	3,320	12.8
X. Land Transport other than Railway and Tramway Services	14	19,557	1,543	7.9
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	83	114,354	8,363	7.3
All Groups . . .	396	476,918	45,967	9.7

(iii) *Australia, by Industries, 1912, and Quarterly, 1938 to 1940.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed from the September quarter of 1938 to the June quarter of 1940. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment : Percentages by Industries, Australia.

Industrial Group.	1912, End of Year.	1938.		1939.				1940.	
		Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.	Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.
Manufacturing—									
I. Wood, Furniture, etc. . .	3.7	13.7	13.4	15.7	16.4	18.1	13.4	6.7	6.3
II. Engineering, Metal Works, etc. . .	7.4	5.5	5.8	7.5	7.9	8.6	6.8	5.5	12.0
III. Food, Drink, Tobacco, etc. . .	7.3	18.8	15.5	16.0	18.3	18.4	16.6	11.5	18.6
IV. Clothing, Hats, Boots, etc. . .	6.3	10.6	13.3	14.0	12.6	13.3	9.6	6.5	13.1
V. Books, Printing, etc. . .	2.8	3.8	3.4	3.8	4.1	5.1	3.6	4.7	4.6
VI. Other Manufacturing . .	6.9	11.4	11.4	9.8	9.2	9.9	9.3	7.9	6.6
VII. Building . .	5.5	7.2	7.6	8.8	8.0	9.3	9.2	10.4	8.8
VIII. Mining, Quarrying, etc. . .	5.6	12.8	10.7	11.9	11.5	12.6	15.4	8.6	10.6
X. Other Land Transport . .	1.1	9.6	7.9	7.7	7.5	8.7	7.7	7.3	6.8
IX., XI., XII., XIII., and XIV., Other and Miscellaneous . .	5.4	7.2	6.6	7.3	6.9	7.4	7.7	7.5	9.6
AUSTRALIA . . .	5.6	9.2	8.9	9.6	9.5	10.2	9.3	7.9	10.5

(iv) *States, 1939.*—In making interstate comparisons of unemployment percentages, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States, and that for some States the returns are a more representative sample than for others. The State percentages shown below,

therefore, should not be read as indicating the relative degree of unemployment amongst unionists in the individual States but as an indication of the trend of unemployment as reported by the Trade Unions. The figures in the following table show the position in the various States for 1939:—

Unemployment : 1939.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage
New South Wales	116	202,416	22,225	11.0
Victoria	78	125,628	13,032	10.4
Queensland	45	66,139	3,869	5.9
South Australia	56	39,442	3,672	9.3
Western Australia	66	32,834	2,324	7.1
Tasmania	35	10,459	845	8.1
Australia	396	476,918	45,967	9.7

(v) *States, 1927 to 1939 and Quarterly from 1936.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1935 were published in previous issues of this Report and in the *Quarterly Summary of Australian Statistics*. The following table shows for each State the percentage of members of trade unions returned as unemployed for the years 1927 to 1939 and quarterly from 1936 onwards:—

Unemployment : Percentages.

Period	N S W	Victoria	Q'land.	S Aust.	W Aust.	Tasmania.	Australia.
	%	%	%	%	%	%	%
1927 Year	7.0	7.4	5.9	7.2	5.4	11.1	7.0
1928	11.3	10.9	7.0	15.0	8.2	10.6	10.8
1929	11.5	11.1	7.1	15.7	9.9	12.8	11.1
1930	21.7	18.3	10.7	23.3	19.2	17.7	19.3
1931	30.8	25.8	16.2	32.5	27.3	26.1	27.4
1932	32.5	26.5	18.8	34.0	29.5	25.9	29.0
1933	28.9	22.3	15.3	29.9	24.8	18.6	23.1
1934	24.7	17.4	11.7	25.6	17.8	17.4	20.5
1935	20.6	14.0	8.7	17.6	13.4	13.2	16.5
1936	15.4	10.7	7.8	10.8	8.1	9.8	11.2
1937	10.9	9.0	7.3	8.2	5.6	7.3	9.1
1938	9.9	8.6	6.4	8.3	5.7	7.9	8.7
1939	11.0	10.4	5.9	9.3	7.1	8.1	9.7
1936 March Qtr. ..	17.2	10.8	8.5	12.2	10.3	10.8	13.4
June	16.2	10.6	8.5	11.0	9.2	9.4	12.8
Sept.	14.8	11.7	7.2	10.0	7.4	9.8	12.0
Dec.	13.3	9.7	7.2	9.9	5.6	9.1	10.7
1937 March Qtr ..	11.8	9.5	7.7	9.5	5.4	7.8	9.9
June	12.4	9.6	7.6	8.3	5.6	6.9	9.7
Sept.	10.5	9.5	7.2	8.4	6.6	7.2	9.3
Dec.	10.1	7.3	6.6	6.5	5.0	7.1	8.2
1938 March Qtr ..	9.6	7.3	6.6	6.9	4.8	5.7	8.0
June	5.8	8.5	7.2	7.5	5.3	7.2	8.6
Sept.	10.0	9.7	6.3	10.0	6.1	8.5	9.2
Dec.	10.1	9.0	5.7	8.8	6.5	10.2	8.0
1939 March Qtr ..	10.6	10.8	6.1	9.3	7.3	7.6	9.6
June	10.6	10.4	5.7	9.5	6.2	9.4	9.5
Sept.	11.6	11.2	5.8	9.1	8.2	8.3	10.2
Dec.	11.1	9.0	5.8	9.1	6.6	7.1	9.3
1940 March Qtr. ..	9.7	6.5	5.8	8.5	6.9	1.3	7.9
June	13.9	6.6	6.8	8.3	5.6	5.0	10.5

3. **Causes of Unemployment.**—In earlier issues of the Labour Report tables were published showing the percentage of members of unions unemployed through—(a) lack of work; (b) sickness and accident; and (c) other causes. The returns from trade unions for past years show that

while the percentage unemployed through lack of work has varied considerably according to the state of trade during the period, the percentages of members unemployed through sickness and accident, and through other causes, have remained uniform at 0.7 per cent. and 0.2 per cent., respectively.

4. **Seasonal Employment in Australia.**—An investigation concerning the extent of seasonal employment in Australia was made in 1928. The State Statisticians were invited to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations, and from the reports received, supplemented by information from other sources, particulars were published in Labour Report, No. 19. The result of inquiries concerning the organization of public works in connexion with unemployment was also published in Labour Report, No. 19.

§ 3. Direct Measures of Employment.

1. **General.**—In order to supplement the trade union unemployment percentages, the Commonwealth and the State Statisticians have for the last five years been making direct monthly collections of employment in factories and retail stores. In the case of factories, these figures give fairly reliable indexes of the course of employment fully a year before the results of the annual collections become available. In the case of retail stores, the figures yield indexes of employment where none existed before. These indexes are also published in the *Monthly Review of Business Statistics* and quarterly in mimeographed statements.

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

Up to June, 1940, the index is based on the results of annual factory censuses, and actual mid-monthly factory employment of all persons is published in the *Production Bulletin* issued by this Bureau. Index-numbers for later months, based on returns from selected representative factories, and subject to subsequent revision, may be obtained from the *Monthly Review of Business Statistics* and quarterly press notices on employment issued by this Bureau. The number of these "sample" factories and their employees as a percentage of all factory employees in the year 1939-40 are shown at the foot of the table.

For the last three columns of the table the Australian index of employment has been divided by an index of employee population in order to compare the change in employment in factories with the change in the number of persons seeking employment generally. The indexes of employee population are based on the numbers of males and females between the ages of 16 and 64 inclusive. These are found by applying vital and migration statistics to the numbers of males and females at varying ages at the Census date. The total index is obtained by taking a mean of the individual indexes weighted by the numbers of males and females in the employee group (wage and salary earners, unemployed, apprentices, and helpers) at the Census of June, 1933. This gives males about three times the weight of females.

The index of total factory employment divided by the index of employee population fluctuated between 100 and 105 from 1926-27 to 1928-29 (the base year). It fell to 71 in 1931-32, the peak year of the depression, and then rose steadily each year thereafter to 111.6 in 1938-39. The relative employment in factories was considerably higher in 1938-39 than it was in pre-depression years.

There have been changes in the distribution of factory employment. Thus female factory employment began to increase in 1931-32, a year sooner than male employment, and between 1928-29 and 1936-37 it increased by 4 per cent. more than male employment, after allowing for the growth of employee population. The figures for 1937-38 show that this difference was reduced to 2 per cent. during that period and this margin was maintained in 1938-39.

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

Unemployment in the census class "Manufacturing" was 22.1 per cent. compared with 15.9 per cent., quoted above, for "Commerce". In either case the increase in employment has been more than sufficient to absorb those returned as unemployed and working part-time at the census, as well as the proportion of the normal growth of employee population ordinarily seeking employment in these classes.

4. Estimates of Total Employment in New South Wales, Queensland, and Tasmania.—The New South Wales Index is published by the Government Statistician of New South Wales, and fuller details may be found in the *Official Year Book of New South Wales*. It refers to all wage and salary earners, and is based on the census record of employment at June, 1933, receipts of wages tax, and records of government employment since that date. Owing to the effect of enlistments and entry into wage-earning employment of persons not normally wage earners this index of employment and unemployment has been discontinued since April, 1940. A table showing the approximate number of persons employed in the middle of June in the years 1934 to 1940, with the figures at the Census of June, 1933, is published herein and corresponding monthly totals are published in the *Monthly Review of Business Statistics*.

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

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

Index of Employment in Retail Stores.

(Base: July, 1933 = 100)

Month.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tas.	Aust.	Australian Index divided by Index of Employee Population.
1933 July	100	100	100	100	100	100	100.0	100.0
1933-34	103	107	101	102	99	106	103.7	103.2
1934-35	111	118	106	108	105	108	111.6	109.8
1935-36	118	130	109	114	110	112	119.4	116.2
1936-37	114	137	111	115	115	119	124.7	120.1
1937-38	130	141	112	115	110	118	128.3	122.2
1938-39	132	142	111	114	116	123	130.0	127.5
1939-40	132	144	117	112	115	130	130.9	(a)
1936-37 July ..	122	130	109	116	113	107	121.2	117.3
August	120	128	109	115	111	113	119.8	115.8
September ..	120	128	109	118	113	115	120.2	116.1
October	121	133	110	112	116	116	121.9	117.6
November ..	123	139	111	115	116	119	125.1	120.6
December ..	137	155	121	125	127	132	138.5	133.1
January	123	138	112	112	116	120	124.5	119.8
February ..	125	137	111	111	114	122	124.7	120.0
March	123	135	111	111	114	118	123.2	118.1
April	124	136	109	113	114	120	123.9	118.0
May	126	138	111	114	113	121	125.6	120.1
June	126	141	110	114	113	121	126.4	121.1
1937-38 July ..	129	137	110	115	115	124	126.6	121.2
August	126	133	110	112	113	121	123.7	118.1
September ..	126	135	110	117	115	123	124.9	119.1
October	127	146	110	113	114	125	126.7	121.0
November ..	129	143	110	115	116	125	128.8	122.0
December ..	144	161	123	129	126	138	143.9	137.1
January	128	141	111	115	122	126	128.9	122.7
February ..	131	139	111	112	116	124	127.0	121.7
March	128	140	110	112	115	123	126.7	120.5
April	129	140	112	113	117	125	127.7	121.4
May	129	141	112	114	115	126	128.3	121.7
June	131	142	113	114	114	126	129.1	122.1
1938-39 July ..	134	139	111	114	120	130	129.4	122.5
August	129	135	111	112	113	127	126.0	119.2
September ..	128	137	111	118	114	127	126.7	119.8
October	129	142	110	113	115	128	128.0	120.0
November ..	132	146	115	116	116	130	131.3	121.9
December ..	148	165	127	124	131	146	146.9	138.5
January	129	142	113	111	120	137	128.8	121.3
February ..	134	141	113	112	113	131	129.8	122.2
March	129	139	113	111	113	132	127.2	119.6
April	129	139	112	111	113	133	127.4	119.7
May	131	141	114	111	113	134	128.7	120.8
June	130	142	118	113	113	136	129.5	121.1
1939-40 July ..	133	138	116	110	119	138	129.1	(a)
August	129	137	114	109	114	131	126.8	
September ..	129	137	111	112	111	133	126.6	
October	130	141	111	109	111	135	128.1	
November ..	133	147	117	111	113	139	131.6	
December ..	138	165	131	127	125	151	147.8	
January	132	144	117	111	118	141	130.9	
February ..	135	139	111	110	115	138	130.0	
March	131	140	111	110	116	137	128.6	
April	129	141	116	111	115	137	129.5	
May	130	145	116	111	114	139	130.4	
June(b) ..	130	140	116	111	114	138	131.1	
Number of establishments now furnishing returns ..	599	102	120	15	69	14	939	..

(a) Not available pending revision.

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

Index of Employment in Factories.
(Base : Average for Year 1928-29 = 100)

Period.	New South Wales.			Victoria.			Queensland.			South Australia.			Western Australia.			Tasmania.			Australia.			Australian Index divided by Index of Employee Population.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Number of employees in the base year 1928-29 ('000) (a)	129.5	44.6	174.1	98.1	51.2	149.3	35.6	7.8	43.4	29.0	6.4	35.4	16.0	3.8	19.8	7.7	2.3	10.0	315.9	116.1	432.0			
1927-28	99	97	98	100	98	100	101	92	99	106	105	106	98	97	98	107	104	106	100.4	97.8	99.7	102.5	99.8	101.7
1928-29	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100.0	100.0	100.0	100.0	100.0	100.0
1929-30	90	91	90	95	98	96	95	94	94	87	89	87	94	98	94	105	99	104	92.4	94.6	93.0	91.0	92.9	92.4
1930-31	68	75	70	78	83	80	83	85	84	63	71	64	68	76	69	85	83	84	72.9	79.1	74.6	71.0	76.4	71.5
1931-32	66	70	69	77	90	81	78	84	70	61	76	64	61	75	63	84	87	85	70.4	81.1	74.1	67.7	80.0	71.0
1932-33	73	86	75	87	101	92	80	92	82	68	84	71	68	81	70	86	90	87	77.6	93.1	81.8	73.7	87.3	77.4
1933-34	82	94	88	96	107	100	86	99	88	77	80	80	75	85	77	93	89	92	86.2	99.4	89.3	80.8	92.0	84.0
1934-35	93	107	97	106	113	108	92	103	94	89	97	91	83	92	85	101	97	100	96.3	108.4	99.6	89.4	98.9	92.2
1935-36	104	116	107	117	119	117	97	110	99	104	110	105	99	106	100	112	103	110	107.0	116.2	109.4	98.4	105.0	100.2
1936-37	121	125	123	123	123	123	103	116	106	110	113	111	107	113	108	122	103	118	114.4	121.2	116.3	104.1	108.3	105.3
1937-38	121	134	124	131	126	130	112	123	114	120	121	121	110	116	111	130	108	125	122.9	128.0	124.3	110.7	113.0	111.3
1938-39	124	137	127	132	127	130	117	127	119	118	124	119	112	119	112	137	115	132	124.4	130.0	125.0	110.9	113.4	111.6
1939-40	127	142	134	139	134	137	120	132	122	120	136	123	107	123	110	145	126	140	128.9	136.7	131.0	(c)	(c)	(c)
1939-40	107	119	110	117	116	117	104	112	106	104	105	105	104	111	106	112	100	109	109.4	115.7	111.1	100.0	103.9	101.1
1939-40	108	122	111	118	119	118	106	117	108	103	109	104	104	111	106	111	96	108	110.2	118.5	112.5	100.6	106.3	102.2
1939-40	109	124	112	120	121	120	110	120	112	104	111	105	104	113	106	114	99	110	113.5	122.7	116.0	103.4	109.9	105.3
1939-40	110	126	114	123	123	123	109	122	111	103	111	105	104	113	106	114	99	110	114.5	122.9	116.8	104.3	109.9	105.3
1939-40	112	127	116	124	123	124	107	119	109	103	112	106	108	115	109	121	99	116	114.5	121.0	116.5	104.4	108.1	105.5
1939-40	112	125	116	124	120	123	103	117	105	110	113	111	110	116	111	124	99	119	114.7	121.0	114.1	101.8	101.9	101.9
1939-40	111	118	113	121	113	118	91	109	94	109	108	109	109	112	110	125	99	119	115.4	123.7	117.6	104.8	110.3	106.3
1939-40	114	125	117	125	123	125	90	115	99	114	118	115	107	113	110	132	112	128	115.4	123.7	117.6	104.8	110.3	106.3
1939-40	115	130	119	127	126	127	99	118	102	115	119	116	110	112	110	133	117	129	117.1	125.8	119.9	106.8	111.3	108.0
1939-40	114	129	118	129	126	128	101	114	104	119	120	120	109	111	109	130	106	125	117.8	125.0	119.5	107.0	109.4	107.7
1939-40	115	128	119	127	122	125	105	116	107	120	117	119	108	111	109	127	105	122	118.1	123.0	119.5	107.0	109.4	107.7
1939-40	117	128	120	126	120	124	109	115	110	119	116	118	107	110	108	123	104	119	118.7	121.6	119.6	107.5	108.2	107.7
1939-40	117	128	120	126	121	124	113	117	114	118	113	117	106	107	106	121	103	117	118.8	121.9	119.6	107.5	108.2	107.7
1939-40	118	131	121	126	123	125	116	122	117	118	115	117	106	111	108	122	103	118	119.9	122.3	121.2	108.4	110.6	109.0
1939-40	119	133	122	128	126	127	117	124	118	117	118	118	108	114	109	123	97	117	120.8	120.8	122.4	109.1	112.3	110.0
1939-40	120	134	124	131	127	130	117	126	119	117	119	117	109	117	111	127	101	121	122.0	128.3	124.2	110.6	113.7	111.5
1939-40	122	135	125	132	128	131	117	127	118	120	120	120	110	119	112	131	101	124	123.8	129.3	125.3	111.6	114.5	112.5
1939-40	122	137	126	133	127	131	112	125	114	123	120	122	112	119	113	135	105	128	124.2	129.5	125.6	111.9	114.4	112.5

1938 January	121	128	123	130	140	126	100	115	103	122	120	121	110	115	117	135	114	130	121	5	121	8	121	6	109	4	107	5	108	0
February	122	135	125	134	130	133	107	124	110	124	126	124	111	118	117	137	116	132	123	8	130	8	125	7	111	4	115	3	112	4
March	123	133	127	136	133	135	111	125	113	124	130	125	113	117	114	137	120	133	125	6	133	2	127	6	112	9	117	3	114	0
April	122	137	126	135	130	131	111	122	113	125	129	125	112	118	113	134	111	129	125	0	131	5	126	2	112	2	115	7	113	1
May	123	137	127	134	127	132	113	123	115	121	124	122	111	117	112	133	112	128	124	7	130	0	126	2	111	9	114	3	112	6
June	124	136	127	132	125	130	115	124	117	117	119	117	110	116	111	130	111	125	124	2	128	3	125	3	111	4	112	7	111	7
July	122	134	125	130	124	128	118	123	119	115	119	115	109	117	111	127	109	123	122	6	126	8	123	8	109	8	111	3	110	2
August	124	137	127	129	125	128	123	126	123	115	121	116	109	117	111	127	108	122	123	8	129	1	125	2	110	8	113	2	111	4
September	124	138	127	130	127	129	123	127	124	115	122	116	109	119	111	131	105	125	124	3	130	5	126	0	111	2	114	3	112	0
October	124	140	128	132	128	131	121	130	122	117	123	118	110	120	112	135	107	129	125	2	131	0	127	0	111	9	115	4	112	8
November	124	140	128	133	129	132	120	131	122	117	124	118	111	120	113	136	106	129	125	5	132	1	127	3	112	1	115	5	113	0
December	123	139	127	133	126	131	118	129	120	118	123	119	112	121	114	139	108	132	125	1	130	6	126	6	111	6	114	0	112	2
1939 January	122	129	123	130	118	126	107	121	110	120	123	120	109	118	111	143	121	138	122	3	122	5	122	4	109	0	106	9	108	4
February	123	136	126	132	129	131	112	129	115	123	126	123	110	120	112	146	126	141	124	4	131	2	126	2	110	8	114	3	111	7
March	125	139	128	133	132	133	113	133	117	123	130	125	110	119	112	145	124	140	125	6	134	0	127	9	111	8	116	7	113	1
April	124	138	127	132	130	131	111	125	113	120	127	121	110	118	111	141	125	137	124	3	132	0	126	4	110	5	114	8	111	7
May	124	137	127	133	127	131	117	128	119	117	126	118	110	121	112	139	117	134	125	0	130	3	126	5	111	1	113	7	111	7
June	124	136	127	131	125	129	118	126	120	113	123	115	108	120	110	135	120	132	124	2	128	5	125	3	110	3	111	6	110	5
July	123	131	126	131	125	129	121	127	122	117	123	118	106	120	109	132	116	129	124	4	128	3	125	4						
August	124	137	127	131	128	130	124	130	125	118	125	119	107	117	108	133	112	128	124	8	130	6	126	3						
September	124	139	128	133	129	132	125	131	126	117	129	119	106	120	109	134	108	128	125	6	132	5	127	4						
October	127	142	131	137	132	135	126	137	128	117	131	120	107	124	110	139	113	133	128	6	135	9	130	5						
November	129	145	134	140	134	138	123	137	126	118	134	120	108	127	111	144	116	138	130	2	137	9	132	2						
December	131	144	134	141	132	138	119	133	121	121	134	124	109	128	112	146	117	140	131	0	136	8	132	5	(a)	(c)	(c)			
1940 January	129	130	132	140	132	137	110	125	113	121	138	124	107	122	110	151	120	144	120	4	134	4	130	7						
February	129	144	133	141	138	140	111	131	115	121	143	125	108	123	111	154	134	149	130	0	139	9	132	6						
March	130	149	135	142	140	142	115	138	119	123	144	127	109	124	112	152	136	148	131	3	143	3	134	5						
April	128	148	133	144	139	143	115	132	118	126	148	130	108	124	111	152	145	151	131	0	142	2	134	0						
May	124	145	129	143	137	141	121	133	123	123	143	127	108	124	111	149	147	149	129	4	140	3	132	3						
June(b)	129	145	133	142	135	139	126	130	126	121	141	124	106	123	110	147	150	147	131	5	138	8	133	4						
Number of Factories in Sample		1,001			100			150				147			92		49									2,439				
Percentage of employees(d) in sample in 1930-10		81			10			15				50			49		56									53				

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

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

(c) Not available pending revision.

(d) The indices from July 1930, published in the *Monthly Review of Business Statistics* are based on sample returns and will be revised. The samples vary in quality so these percentages are intended to give only a very rough idea of the relative accuracy of the estimates.

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

Period.	Proportion of all who are dependent on and available for employment.			
	Including as employed the full-time equivalent of part-time relief workers.		Including all part-time relief workers as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed.
	%	%	%	%
1933 June (Census)	74.4	25.6	73.5	26.5
1933-34	77.9	22.1	75.9	24.1
1934-35	83.8	16.2	81.2	18.8
1935-36	88.6	11.4	86.1	13.9
1936-37	91.5	8.5	90.0	10.0
1937-38	95.7	4.3	94.5	5.5
1938-39	94.9	5.1	93.8	6.2
1938 June	96.1	3.9	95.1	4.9
1939 June	93.7	6.3	92.6	7.4
1940 January	94.4	5.6	93.6	6.4
February	95.1	4.9	94.4	5.6
March	95.6	4.4	94.9	5.1

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

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

At the Census of 30th June, 1933, 15,142 persons dependent on employment in New South Wales were unemployed by reason of illness, accident, &c., or "voluntarily". This number, representing 1.8 per cent. of all persons dependent on employment, is excluded from the above indexes, which relate to percentages of available wage-earners employed and unemployed.

The following table, compiled by the Government Statistician of New South Wales, shows the approximate number of persons employed in the middle week of the months specified.

Employment : New South Wales.

Month.	Total in employment. (a)	Total in private employment	Total employed in factories	Number employed by employers with ten or more employees in—			
				Mines.	Retail trade.	Wholesale trade.	Offices and commerce
1933 June (b) ..	594,273	477,577	139,744	15,504	38,544	17,638	20,310
1934 June ..	639,646	518,645	162,700	(c)	(c)	(c)	(c)
1935 June ..	694,815	567,110	182,200	(c)	(c)	(c)	(c)
1936 June ..	741,934	613,631	199,200	18,995	47,653	22,792	25,543
1937 June ..	800,495	652,947	216,900	18,555	49,877	24,808	24,857
1938 June ..	839,511	688,881	229,000	20,980	51,921	25,212	26,297
1939 June ..	831,555	678,577	238,900	20,873	51,667	25,212	27,277
1940 June (d) ..	856,296	700,155	240,800	21,128	51,622	25,871	28,714

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

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

Employment : Queensland.

Period.	Numbers in Work.			
	Employees and Workers on own Account.	Employees	Working for no Wages.	Total
Average—				
1928-29	86,300	204,400	9,100	299,800
1932-33	93,100	184,600	9,400	287,100
1933-34	94,700	194,700	9,600	299,000
1934-35	96,800	214,500	9,700	321,000
1935-36	98,900	223,500	9,900	332,300
1936-37	100,900	234,500	10,100	345,500
1937-38	103,000	245,800	10,300	359,100
1938-39	105,100	257,700	10,500	373,300
1939-40	106,800	264,500	10,600	381,900
Three months ended—1939-40—				
July	106,100	265,800	10,500	382,400
August	106,200	263,500	10,600	380,300
September	106,400	261,000	10,600	378,000
October	106,500	260,900	10,600	378,000
November	106,600	262,300	10,600	379,500
December	106,600	261,300	10,600	378,500
January	106,700	264,200	10,600	381,500
February	106,900	267,500	10,600	385,000
March	107,000	268,300	10,600	385,900
April	107,100	267,800	10,600	385,500
May	107,100	265,800	10,600	383,500
June	107,000	267,500	10,700	385,200

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

Employment : Tasmania.

Period.	Private Industry.			Public Authorities.			Total Employment— Public and Private.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
1936-37 ..	30,858	9,522	40,380	10,798	1,763	12,561	41,656	11,285	52,941
1937-38 ..	34,001	10,685	44,686	10,581	1,825	12,406	44,582	12,510	57,092
1938-39 ..	37,849	12,184	50,033	10,488	1,879	12,367	48,337	14,063	62,400
1939-40 ..	39,659	13,151	52,810	10,725	1,972	12,697	50,384	15,123	65,507
1938-39—									
January ..	39,006	13,249	52,255	10,249	1,781	12,033	49,255	15,033	64,288
February ..	39,435	12,850	52,285	10,624	1,913	12,537	50,059	14,763	64,822
March ..	41,728	13,616	55,344	10,637	1,993	12,630	52,365	15,519	67,884
April ..	39,825	12,543	52,368	10,187	1,895	12,082	50,012	14,438	64,450
May ..	38,863	12,191	51,054	10,111	1,911	12,022	48,974	14,102	63,076
June ..	36,964	11,883	48,847	10,208	1,925	12,133	47,172	13,808	60,980
1939-40—	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)
July ..	37,236	11,626	48,862	10,100	1,948	12,048	47,336	13,574	60,910
August ..	37,442	11,823	49,265	10,317	1,958	12,275	47,759	13,781	61,540
September ..	37,412	11,982	49,394	10,384	1,950	12,334	47,796	13,932	61,728
October ..	38,210	11,872	50,082	10,665	1,948	12,613	48,875	13,820	62,695
November ..	38,966	12,334	51,300	10,672	1,963	12,635	49,638	14,292	63,935
December ..	40,082	13,341	53,423	10,960	1,935	12,915	51,042	15,296	66,338
January ..	41,951	13,904	55,855	10,828	1,865	12,693	52,779	15,769	68,548
February ..	41,676	13,230	54,906	11,051	1,993	13,044	52,727	15,233	67,950
March ..	42,088	14,918	57,006	11,097	1,999	13,096	53,185	16,917	70,102
April ..	40,792	14,541	55,333	11,060	2,039	13,099	51,852	16,580	68,432
May ..	41,048	14,359	55,407	11,035	2,019	13,054	52,083	16,378	68,461
June ..	39,012	13,883	52,895	10,531	2,024	12,555	49,543	15,907	65,450

(a) Subject to revision

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

For each month of 1938-39 the figures in the table may be regarded as providing a virtually complete record of total employment based on final collected figures. They are a combination of monthly figures received currently and annually, covering both private and public employment. They are deficient only to the inappreciable extent that some relief and other intermittent workers and domestic workers in private homes are not covered by the monthly returns. On the other hand, to the extent that they embrace the majority of workers subject to intermittent employment over the whole year, they reflect fully the seasonal and all other influences upon employment in Tasmania.

For the months since June, 1939, the figures are estimates based upon the current monthly movements of all public authority employment and of about 44 per cent. of total private employment. For a given month the figure of total private employment of the corresponding month of the previous year is changed in the ratio of the change of the current figure of private employment. The indication of the position for all employment in Tasmania given by this technical procedure must be read in the light of other indications of current change.

§ 4. Relief of Unemployment.

1. **Special Legislation for Relief of Unemployment.**—(i) *General.*—The position in regard to unemployment in Australia became so serious during 1930 that the usual methods of providing funds for relief work and sustenance were found to be inadequate. The cessation of loans, and the general depression in industry and business, due mainly to the decline in the prices of primary products, brought about an economic crisis in all

States. The number of persons thrown out of work increased rapidly, with little prospect of conditions improving during the immediate future. The various Governments realized that special action was necessary to provide additional funds to relieve the distress caused by continued unemployment, as the money ordinarily available was not sufficient to meet the abnormal conditions.

The steps taken by the Government to provide relief and the legislation enacted in the years 1930 to 1938 for that purpose are briefly reviewed in preceding issues of the Labour Report. Mention is made below of the legislation introduced in 1939, and a summary is given of the current methods employed for the raising of funds and the distribution of relief in the various States.

(ii) *Commonwealth*.—The contribution of the Commonwealth Government to the alleviation of distress due to unemployment was mainly in the form of direct grants and loans to the States, particulars of which will be found under paragraph 3 (i) of this section. The only persons for whom the Commonwealth was directly responsible were the unemployed in the Commonwealth Territories, references to which appear hereinafter. An Advisory Committee on Employment was appointed by the Commonwealth Government in September, 1932. The Committee ceased to function on the appointment of the Honorable (afterwards Sir) F. H. Stewart, M.P., as Parliamentary Under-Secretary for Employment on 9th November, 1934. Sir Frederick resigned from this position in February, 1936.

(iii) *New South Wales*.—Legislation passed in 1939–40 was as follows :—Unemployment Relief Tax (Management) Act No. 13 of 1939, Unemployment Relief Tax Act No. 14 of 1939, Taxation (Unemployment Relief and Social Services) Amendment Act No. 3 of 1940.

The Unemployment Relief Tax was discontinued on 30th November, 1933, and replaced by a Wages Tax on income from employment and a Special Income Tax on income from other sources. These were superseded on 1st October, 1939, by an Unemployment Relief Tax and a Social Services Tax, the taxes being levied as one tax and proceeds are apportioned, as follows :—

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

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

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

The rates of Unemployment Relief and Social Services Tax are as follows :—

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

On wages of £5 to £20 per week the tax is 4s. 1d. on £5 to £5 1s. 11d. and 1d. for each additional 2s. or part thereof, except that 2d. is levied on that part of each £ exceeding 2s. but not exceeding 3s. 11d. Where the wages exceed £20 per week the tax is 17s. 10d. on the first £20 of wages and 1d. on each 1s. 8d. over £20. Employees maintaining a wife or a child under 16 years of age are exempt if they earn less than £4 4s. per week and other employees if they earn less than £3; for the latter group the limit of exemption was £2 a week from 1st October, 1939, to 30th April, 1940. Tax on wages and salaries at rates higher than the limit of exemption is payable on the full amount of pay without deduction except a tax rebate of 6d. per week for each dependent child under 16 years of age and for the wife of a married taxpayer.

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

£3 0s. 1d.—tax according to Scale is 1s. 3d. reduced by rebate to 1d.

£3 1s. 0d.—tax according to Scale is 1s. 3d. reduced by rebate to 3d.

Married man (no children) (exemption in November, 1940, was £4 5s.).

£4 6s.—tax according to Scale is 2s. 9d. less 6d. for wife is 2s. 3d. reduced by rebate to 1s.

The rate of tax where no income is derived from wages is as follows (on income derived in 1938-39) :—

Net Assessable Income	Rate of Tax per £.		
	1st £100.	2nd £100.	Balance.
Not exceeding £100	d.	d.	d.
Over £100 but not over £156	4	..	..
Over £156 but not over £218	4	..	7
.. £218	4	..	10
.. £218 £260	6	10	10½
.. £260 £312	7	10	10½
.. £312 £1,040	7	10½	10½
.. £1,040	9	10½	£800 at 10½d. Balance at 11½d.

Where the income is derived partly from wages and partly from other sources the rate is calculated in regard to total income. Persons resident in Australia whose income from all sources does not exceed £100 per annum

if single or £218 if married with dependent wife or child are not required to pay the tax, and pension derived by residents with total income not exceeding £200 is also exempt. A tax rebate of 26s. is allowed in respect of a wife and each dependent child under sixteen years of age.

Resident taxpayers whose total income derived in 1938-39 is less than £156 are allowed a rebate of two-ninths of the tax otherwise payable by them.

(iv) *Victoria*.—Legislation passed in 1939 was as follows:—Unemployment Relief Loan and Application Act 1939, No. 4656; and Unemployment Relief Tax (Rates) Act 1939, No. 4674.

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

(v) *Queensland*.—The Income (State Development) Tax Act of 1938, which levies tax upon incomes from employment and other sources for the purpose of aiding in the improvement of the general economic welfare of the State and of employment generally was amended in 1939, increasing the exemption to the basic wage then determined by the Court—£219. The amended rates, which were operative from 7th August, 1939, are as follows:—

Income from Employment.(a)

Annual Rate of Income.	Rate of Tax per £.
Not exceeding £219	d. Nil
Exceeding £219 but not exceeding £235	3
„ £235 „ „ £499	6
„ £499	9

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

Income other than from Employment.

Annual Rateable Income	Rate of Tax per £.
Not exceeding £235	d. 3
Exceeding £235 but not exceeding £499	6
„ £499	9

Persons with an income not exceeding £219 are exempt from tax.

(vi) *South Australia*.—Legislation covering special taxation for unemployment relief has not been enacted, the necessary funds being voted by Parliament from revenue.

(vii) *Western Australia*.—No legislation dealing with this subject was passed from 1932 to 1939. Special taxation has not been imposed, all money for the purposes being provided by the Government, Municipal Authorities and other bodies. There is a Hospital Tax of 1½d. in the £ applicable to all incomes over £1 per week (from 1st January, 1931). An amendment of the Financial Emergency Tax Assessment Act, 1932, provides for a graduated tax of 4d. to 9d. in the £ from 1st October, 1933, exemption being granted to all persons having an income of under 30s. per week, and to persons with dependants having an income of under £187 per annum.

Under an amendment operating from 1st January, 1937, the maximum of the graduated scale was raised from 9d. to 1s. in the £, and the exemption granted to persons with dependants was raised to £194 per annum. By further amendments the exemption was lifted to £199 per annum from 1st January, 1938, to £213 per annum from 1st January, 1939, and to £216 per annum from 1st January, 1940. The Financial Emergency Tax was abolished as from 1st July, 1940.

(viii) *Tasmania*.—Legislation passed in 1939 comprised the Public Works Execution Act, No. 66 of 1939; Federal Aid Roads and Works Execution Act Nos. 6 and 48 of 1939.

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

2. **Unemployment Relief—Sustenance Rates.**—(i) *New South Wales*.—The Employment Council supervises measures for the placement of the residual unemployed in industry, and special arrangements are made for placing and training young men (aged 19 to 25) in skilled occupations. The wages of some of these trainees are supplemented by the State. Where works are declared by proclamation to be works for the unemployed the wages, hours and conditions of employment may be fixed by the Minister for Labour and Industry. The labour for relief works is engaged usually through the Labour Exchanges organized in the Department of Labour and Industry. A social aid service has been established to relieve distress arising from unemployment or other cause, and, as far as practicable, to rehabilitate the persons concerned. In addition to food relief, according to the scale shown in the next table, special foods may be provided for the sick and invalided, and a pint of milk per day for mothers (before and after childbirth) and for children under seven years of age. Clothing and boots are issued twice a year and free medical and dental attention and medicine are provided where necessary. Persons are not eligible for social aid if the family income exceeds a certain limit. In assessing income appropriate exemption is allowed in respect of earnings.

The method of distributing food relief by means of orders to suppliers introduced in 1932–33 is still in operation. The following statement shows the value of food relief orders (exclusive of special foods) per fortnight for the various family units:—

Family Unit	Scale.	Food Relief (Per fortnight).			
		Limit of Income	Value (Metropolitan).		
			Prior to 1st August, 1939.	From 1st August, 1939.	
		£ s. d.	£ s. d.	£ s. d.	
Single Adult	A	1 5 0	0 15 0	0 17 0	
Married Couple	B	2 0 0	1 8 0	1 11 0	
" " 1 child	B1	2 10 0	1 18 0	2 1 0	
" " 2 children	B2	3 0 0	1 19 6(a)	2 3 0(a)	
" " 3 children	B3	3 5 0	2 5 6(a)	2 9 0(a)	
" " 4 children	B4	3 10 0	2 11 6(a)	2 15 0(a)	
" " 5 children	B5	3 15 0	2 17 6(a)	3 1 0(a)	
" " 6 children	B6	4 5 0	3 3 6(a)	3 7 0(a)	
" " 7 children	B7	4 15 0	3 9 6(a)	3 13 0(a)	
Each additional Child ..	..	0 10 0	0 6 0(a)	0 6 0(a)	

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

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

The majority of relief workers are paid at award rates, and the usual scale of work is two weeks in eight for single men, or two weeks in four for married men, with longer periods for men with the larger families

(ii) *Victoria*.—Sustenance payments are locally administered by Public Assistance Committees appointed under Act 4079 by the councils of the respective municipalities in which they are to function. The system of "working for sustenance" which was in operation in isolated instances only, was generally instituted on 3rd July, 1933.

The following are the weekly rates of sustenance in operation from 2nd October, 1939.

Family Unit	Maximum Weekly Permissible Income.	Maximum Weekly Sustenance that may be Granted to—		
		Unemployable applicant for whom Sustenance has been Specially Authorized by the Hon. the Minister.	Employable Applicant for whom Work in Return for Sustenance is not Provided	Employable Male Working in Return for Sustenance, vide Section (8) of the Act
(1)	(2)	(3)	(4)	(5)
Itinerant unemployed male	s. d. 10 0	s. d. .	s. d. 11 0	s. d. 17 6
Approved prospector Individual residing with strangers or relatives other than parents	12 0	.	11 0	17 0
Single unemployed employable male 21 years of age or over as member of family unit the head of which is in receipt of sustenance	12 0 In accordance with family unit of which he is a member	6 6	11 0	17 6
Two	20 0	9 9	18 6	30 6
Three	25 0	12 9	23 6	35 6
For every additional member of the family unit there shall be added to the sum of 25s., a sum of 2s. 6d. for each such additional member		And for each unemployed dependant irrespective of age residing with the applicant 5s. per week. Provided in any instance, the total value of sustenance does not exceed £3 17s. 6d. per week		And for each unemployed dependant residing with the applicant—5s. per week for each male dependant under 21 years of age, and each female dependant irrespective of age: Provided in any instance the total value of sustenance does not exceed £3 17s. 6d. per week.

"Income" includes the full amount of money earned weekly by the applicant and all members of the family residing with him or with whom he is residing and any pension, allowance, bonus, commission, or other benefit and money received from all sources except from charitable organizations and societies.

In no instance must the total amount of the income received by the family and the value of the sustenance granted exceed £3 17s. 6d. in any one week. In assessing the amount of income to decide eligibility to receive sustenance, the following amounts are not taken into account:—

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

Men in receipt of sustenance may be called upon to work in return for sustenance by the municipality where sustenance is received, and the hours to be worked are computed by dividing the sustenance to which recipients are entitled under the Regulations by the hourly wage operating in the municipality in which the work is performed. This means that if a recipient of sustenance were entitled to 40s. 6d. per week and the wage was 12s. 6d. per day of eight hours or 1s. 6½d. an hour, the number of hours to be worked would be computed by dividing 40s. 6d. by 1s. 6½d. The work that may be undertaken as work in return for sustenance by municipalities is any which municipal councils are empowered or required to do or perform under the provisions of the Local Government Act 1928 or of any other Act, except private street construction and any other works in respect of which property-owners are required to contribute a portion or the whole of the cost. In connexion with the utilization of work in return for sustenance no male person ordinarily employed by the municipality must be dismissed or otherwise cease to be employed. Where work in return for sustenance is performed the payment of sustenance is made in cash. In other cases sustenance is granted to persons entitled thereto in such a manner as the Minister may, from time to time, direct.

Ninety-one per cent. (91%) of the persons in receipt of sustenance in the State are working in return therefor, and the weekly rates are as set out in column 5 of the schedule above. The balance of 9 per cent. comprises employable unemployed males in receipt of sustenance for whom the municipality is unable to provide work. In such cases the weekly rate of sustenance is in accordance with column 4 of the schedule.

In addition to relief in the form of sustenance, assistance is afforded by employment on unemployment relief works undertaken by governmental departments and various public authorities, including charitable institutions, municipal councils, sewerage authorities and waterworks trusts.

Under existing unemployment relief work conditions, men upon whose earnings other persons are ordinarily dependent for support, receive full-time employment each week for eleven weeks if they are unable to return to their homes each night, and for eight weeks, if they are able to return to their homes each night. Men upon whose earnings no other persons are ordinarily dependent for support receive 24 hours work each week, for twelve weeks if camped out, and for eight weeks if they are able to return to their homes each night.

The great bulk of these workers are employed on works of classes which are ordinarily governed by either the Australian Workers' Union Award No. 7 of 1937, or the Australian Railways Union Award, and receive the rates of pay prescribed by those Awards, including margins and allowances where applicable.

(iii) *Queensland*.—The Government's Full-Time Employment Scheme, which replaced the Intermittent Relief Scheme, in operation since 1931, has been developed along approved lines. The principle adopted of selecting the labour required from those persons in receipt of ration relief assistance according to priority was terminated as from 30th April, 1940, as its purposes had been served by the calling up of 13,690 men during its period of operation, thereby exhausting the list of eligibles. Consequently the engagement of all labour through State Labour Exchanges is being conducted in accordance with the general rules governing the engagement of labour at Labour Exchanges irrespective of priority of relief.

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

Family Units and Weekly Ration Scale.

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

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

The rates above are increased in the northern and western parts of the State by the addition of parities.

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

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

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

Family Unit.				Per Week.	
				s.	d.
Single person	..	..	..	6	10
Man and wife	..	..	..	15	2

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

					Per Week.
					s. d.
13 years and over	..	..	..	..	6 10
Over 9 years and under 13	..	..	..	..	5 11
" 6 " " " 9	..	..	..	..	5 2
" 3 " " " 6	..	..	..	..	4 7
" 1 " " " 3	..	..	..	..	3 9

Separate relief orders are issued for groceries, bread, meat, vegetables fresh milk, and firewood. The grocery order is issued for a definite value, and the recipient selects goods from the list thereon, to the value stated. The fruit and vegetable order is also a "value" one, but the bread, meat, and milk orders are issued for definite quantities. In September, 1938, the ration scale was revised by a special Medical Committee.

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

Married men are granted 1 cwt. of firewood weekly, and during the winter months this allowance is increased to 1½ cwt. weekly. Infants not naturally fed are supplied with fresh milk, sugar, fruit, and cereals, and if such food is considered unsuitable by a medical officer special foods are substituted as may be recommended. To assist those recipients of relief threatened with eviction to meet rental charges, one day's work per week is provided at the basic or award rate.

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

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

(v) *Western Australia*.—Relief is granted to unemployed married men at the rate of 7s. per member of the family per week, with a maximum amount of 49s. per week, of which 2s. in cash is paid in respect of each 7s. Children over fourteen years of age are not eligible. Single men are given part-time employment at Arbitration rates enabling them to earn at the rate of 34s. 5d. per week. If incapable of work, meal tickets are provided and the men are billeted in approved lodging houses.

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

Family Unit (a)	Employment on Relief Works.(b)			Sustenance
	Periods of Rotation	Periods of full-time work* included in "A"	Average earnings per week over period "A" of earnings during period "B."	Rate per week (applicable only to those not engaged on Relief Works)
	"A"	"B"		
Married couple	weeks. 8	weeks. 6	£ s. d. 3 4 3	s. d. 14 0
" " with 1 child	9	7	3 6 8	21 0
" " " 2 children	8	7	3 15 0	28 0
" " " 3 " "	full-time	full-time	4 5 8	35 0
" " " 4 " "	"	"	4 5 8	42 0
" " " 5 or more children	"	"	4 5 8	49 0

* At arbitration rates.

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

(a) Single men are provided each week with work equivalent to the value of 34s. 5d.

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

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

Family Unit	Hobart and Suburbs			Launceston and Suburbs (a)		
	Sustenance.	Sustenance Work.		Sustenance.	Sustenance Work.	
	Dole per week.	Hours of Work	Payment for Work.	Dole per week.	Hours of Work	Payment for Work.
Single person	s. d. 10 9	8½	s. d. 15 6	s. d. 10 9	8½	s. d. 15 3
Married couple	20 6	16	29 0	20 3	16	28 9
" " with 1 child ..	24 3	19	34 6	24 0	19	34 0
" " " 2 children	28 0	22	40 0	27 9	22	39 6
" " " 3 " "	31 9	25	45 6	31 6	24½	44 6
" " " 4 " "	33 0	26½	47 9	32 9	25½	46 3
" " " 5 " "	36 6	28½	52 3	36 0	28½	51 6
" " " 6 " "	40 0	31½	57 9	39 6	31½	56 6
" " " 7 " "	43 6	34½	62 3	43 0	34	61 0
" " " 8 " "	47 0	35½	64 0	46 6	35	62 9

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

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

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

amount of sustenance authorized by the Department. The Councils mainly provide supervision, tools and equipment: also material required for the work.

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

Family Unit.	Scale of Sustenance per week		Maximum Earnings Allowed *	
	s. d.		s. d.	
Single person	7	4	34	0
Man and wife	12	4	80	0
Man, wife and one child ..	17	11	80	0
" " 2 or 3 children ..	22	6	104	0
" " 4 or 5 children ..	26	6	126	0
" " 6 children ..	27	7	149	0
" " 7 children ..	30	5	195	0
" " 8 children ..	31	6	218	0

* For period of four weeks.

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

The scheme for the alleviation of distress from unemployment in the Territory was on 1st October, 1934, based on an average allotment of relief work of one week in two for married men, and one week in four for single men. This allotment fluctuated somewhat until in March, 1936, the men (married and single) were placed on full time. This favourable condition obtained until the end of June, but rationing of work became necessary again early in July, 1936, pending the organization and development of the 1936-37 works programme. In 1937-38 both married and single men were employed full-time from November, 1937, to June, 1938, and whilst this continued for married men, the single men reverted to one week's work in four from 1st September until 30th November, when they were restored to full-time for the month of December. From 1st January, 1939, to 31st March, 1939, single men were employed for one week's work in two, after which they resumed full-time employment, which continued practically to 30th June, 1940. The allotment is made irrespective of the sizes of families, the differences in domestic conditions as regards individuals being remedied by the scheme of graduated income standards and ration scale. In the case of families of four and five children, the maximum allotment is increased to three weeks in five. Additional funds occasionally make it possible to increase the ratios mentioned above.

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

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

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

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

The basic wage is paid, which is at present £1 per day.

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

Ration orders are issued to sick persons, destitute women and children and to the aged and infirm, each case being dealt with on its merits. Concessions are granted in regard to such matters as hospital treatment, burials, fares out of the Territory, repatriation of aged Chinese, &c.

(ix) *Summary for all States and Territories.*—The following is a summary of the foregoing rates of unemployment relief in all States and Territories for the "family units" shown:—

UNEMPLOYMENT RELIEF.

Summary of Rates Operative in the various States and Territories.

I. Subsistence Rates (for work).*

(PER WEEK.)

State	Single Man	Married Man	Married Man and—		
			One Child.	Two Children.	Three Children
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
New South Wales ^(u) ..	17 0	42 6	59 6	59 6	63 9
Victoria ..	17 6 ^(b)	30 6	35 6 ^(c)	40 6 ^(c)	45 6 ^(c)
Queensland ^(d) ..	..	..	..	..	..
South Australia ^(e) ..	..	..	..	..	..
Western Australia ..	33 2	64 3	66 8	75 0	85 8 ^(f)
Tasmania ..	15 6	29 0	34 6	40 9	45 6
Northern Territory ..	18 1	54 3 ^(g)	..	..	..
Australian Capital Territory ^(h)	..	..	..	..	..

* Worked on various rotational bases.

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

(a) Basic rates only. Award rates paid.

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

(c) 5s. for each unemployed male dependant under 21 years, or each unemployed female dependant irrespective of age residing with applicant provided value of sustenance does not exceed 7s. 6d. per week.

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

(e) See note (c) Table II.

(f) Full-time work provided.

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

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

II. Subsistence Rates (without work).

(PER WEEK.)

State.	Single Man.	Married Man	Married Man and—		
			One Child.	Two Children.	Three* Children.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
New South Wales ..	8 6	15 6	20 6	21 6	24 6
Victoria ..	11 0 ^(a)	18 6	22 6 ^(b)	26 6 ^(b)	30 6 ^(b)
Queensland ..	8 0	17 0	20 9	24 6	28 3
South Australia ^(c) ..	6 10	15 2	20 7 ^(d)	26 0 ^(d)	31 5 ^(d)
Western Australia ..	(e)	14 0	21 0	28 0	35 0
Tasmania ..	10 9	20 6	24 3	28 0	31 9
Northern Territory ..	(f)	(f)	(f)	(f)	(f)
Australian Capital Territory	7 4	12 4	17 11	22 6	22 6

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

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

(b) Rates represent 4s. for each unemployed male dependant under 21, and for each female dependant residing with applicant, provided the weekly value of sustenance does not exceed 50s. 6d. Unemployables for whom sustenance specially approved receive 9s. 9d. per week and for each unemployed dependant irrespective of age, 4s. 0d. per week.

(c) In a number of centres recipients work out the cost of rations (at Arbitration rates) to which is added a cash subsidy ranging according to the district from 25 per cent. to 100 per cent. of the value of such cost. The ration value may be either in cash or kind. Recipients threatened with eviction are given one day's work per week to assist in meeting rental charges.

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

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

(f) Ration orders are issued to sick persons, destitute women and children, and to the aged and infirm, each case being dealt with on its merits.

3. Unemployment Relief Funds.—(i) *Commonwealth.*—The Commonwealth Government made available to the States in 1929-30 from the Federal Aid Roads Account the sum of £1,000,000, appropriated by Act No. 55 of 1930, for the relief of unemployment; and further supplemented this amount by £750,000 in 1930-31 and £304,000 in 1931-32. The Loan (Unemployment Relief Works) Act, No. 9 of 1932, authorized the raising of money to the amount of £1,800,000 for assisting the States in the relief of unemployment. The money was free of interest, and the amounts allotted to the States were as follows:—New South Wales, £600,000; Victoria, £475,000; Queensland, £310,000; South Australia, £195,000; Western Australia, £145,000; Tasmania, £75,000. The payments were conditional on the expenditure being on approved reproductive works, and on the States providing equivalent amounts. The required sum was borrowed by the Commonwealth from the Commonwealth Bank, and the States borrowed £1,200,000 from the same source, making a total of £3,000,000 available for the purpose indicated. The amount of £600,000 granted to New South Wales was distributed by the Commonwealth and was not subject to the £1 for £1 condition. In December, 1932, the Government allocated a further £100,000 to the States for expenditure on Commonwealth works, in order to mitigate the condition of the workless at the Christmas season, and (from Loans) in 1933-34, £300,000. For the year 1934-35, the expenditure from revenue was £161,000. During 1934-35 the Loan Appropriation (Unemployment Relief) Act, No. 66 of 1934, was passed appropriating moneys for assisting the States in the re-employment of men, by means of public works and assistance to the metalliferous mining industry. This Act was amended by Act No. 2 of 1935 to include assistance in connexion with forestry works.

In addition to assistance to the States, the Loan Appropriation (Unemployment Relief) Act 1934-35 appropriated the following amounts for direct expenditure by the Commonwealth:—

	£
On Public Works	400,000
In assistance to the metalliferous mining industry	50,000
For Forestry works	9,000

The amounts appropriated for the States by the Loan Appropriation (Unemployment Relief) Act 1934-35 were—

State.	For Public Works.	For Metalliferous Mining.	For Forestry.	Total.
	£	£	£	£
New South Wales	350,000	42,500	50,000	442,500
Victoria	225,000	50,000	100,000	375,000
Queensland	125,000	70,000	30,000	225,000
South Australia	125,000	33,500	17,000	175,500
Western Australia	125,000	62,000	100,000	287,000
Tasmania	50,000	25,750	25,000	100,750
Total	1,000,000	283,750	322,000	1,605,750

The grants to the States for mining are subject to £1 for £1 contribution in respect of part thereof, and the grants for forestry are subject to each State (except South Australia and Tasmania) spending an amount equivalent to the sum received from the Commonwealth.

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

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

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

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

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

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

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

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

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

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

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

(ii) *New South Wales*.—The receipts and expenditure in connexion with the relief of unemployment in New South Wales are not available apart from totals which include other forms of charitable relief and social services, but the following amounts are shown in the various Treasurer's Statements as having been spent on food relief in the years 1930-31 to 1938-39:—

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

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

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

The receipts and expenditure of the Unemployment Relief Fund in 1939-40 are shown below—

Receipts—

Wages Tax, £763,825; Special Income Tax, £80,966; Unemployment Relief Tax, £5,043,905; Total, £5,888,696.

<i>Payments—</i>	£
Works, Grants, &c., for relief of unemployment ..	1,674,394
Food Relief	1,791,222
Clothing, Medical and Dental Services for Unemployed ..	143,144
Christmas Grant to Food Relief Recipients and Relief Workers	42,718
Training of apprentices	191,139
Subsidies to Municipal and Shire Councils and other bodies to finance works	142,430
Remission of Capital Debt Charges <i>re</i> Unemployment Relief Works	509,908
Recoup to Consolidated Revenue Fund <i>re</i> loans for relief of unemployment—	
Interest	1,104,914
Sinking Fund	104,700
Direct and other Administrative Charges	234,405
Miscellaneous	13
Total	5,938,987

(iii) *Victoria.*—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1931-32 to 1939-40 :—

Year	Receipts. £	Expenditure. £
1931-32 ..	1,622,401 ..	1,625,458
1932-33 ..	1,731,721 ..	1,569,356
1933-34 ..	1,618,396 ..	1,766,873
1934-35 ..	1,695,707 ..	1,898,132
1935-36 ..	1,984,754 ..	1,754,165
1936-37 ..	1,966,435 ..	1,760,022
1937-38 ..	1,963,640 ..	1,962,097
1938-39 ..	1,913,898 ..	2,054,641
1939-40 ..	2,041,130 ..	1,885,223

(iv) *Queensland.*—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1931-32 to 1937-38 and for the first six months of 1938-39 were as follows :—

Year.	Receipts. £	Expenditure. £
1931-32 ..	1,089,645 ..	1,200,674
1932-33 ..	1,806,010 ..	1,771,111
1933-34 ..	1,967,942 ..	1,903,888
1934-35 ..	2,425,917 ..	1,674,393
1935-36 ..	2,494,637 ..	2,653,182
1936-37 ..	2,637,172 ..	3,059,964
1937-38 ..	2,806,961 ..	2,664,314
1938-39 (first six months)	1,118,603 ..	1,109,347

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

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

Quite apart from the foregoing, the Queensland Unemployment Insurance Fund, which is maintained by the joint contributions from employers, workers, and Government, provides moneys for the sustenance of those unemployed workers who were contributors to the Fund. In 1939-40 the expenditure from the Fund was £622,946, of which £591,328 was absorbed in sustenance payments.

(v) *South Australia*.—There is no special unemployment taxation in this State. The moneys required for the relief of unemployment are provided from General Revenue. In addition the Minister may issue licences to charitable organizations to raise moneys for the relief of unemployment in their districts. The total expenditure on Unemployment Relief (excluding Children's Welfare and Public Relief) during 1931-32 was £852,059; for 1932-33, £622,331; 1933-34, £534,418; 1934-35, £483,436; 1935-36, £413,035; 1936-37, £375,127; 1937-38, £319,067; 1938-39, £304,082; and 1939-40, £336,453.

(vi) *Western Australia*.—Special unemployment taxation is not levied in this State. Amounts required for sustenance and general relief of destitution are provided by the Government from Consolidated Revenue. The expenditure on unemployment relief from 1931-32 onwards was as follows:—

Year.	From Revenue.		From Loan.
	Sustenance Relief.	Sustenance Work.	Reproductive Relief Works.
	£	£	£
1931-32	643,996	..	1,202,547
1932-33	196,123	149,833	1,183,864
1933-34	182,953	49,239	1,884,897
1934-35	56,301	16,195	2,077,326
1935-36	35,275	14,595	2,011,888
1936-37	36,323	14,821	1,772,893
1937-38	37,945	14,021	1,168,389
1938-39	33,478	13,381	1,484,116
1939-40	39,684	13,896	1,282,259

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

Year.	Expenditure. £
1931-32	70,000
1932-33	69,892
1933-34	168,350
1934-35	203,867
1935-36	193,645
1936-37	178,573
1937-38	174,672
1938-39	150,089
1939-40	137,402

The amount of £137,402 for 1939-40 includes £56,649 for relief work in lieu, and £11,199 for sustenance.

(viii) *Australian Capital Territory*.—There is no special taxation levied for the relief of unemployment in the Australian Capital Territory. The works upon which the unemployed are dependent have, in recent years, been largely financed from the annual appropriation for Defence, New Works, Buildings, &c., and to a lesser degree from the votes for Maintenance Services. In addition, various additional amounts have been made available from time to time from special appropriations to supplement existing votes with a view to increasing the ratio of employment. The amounts expended as purely unemployment relief measures in each year cannot therefore be stated, as they form a part of the general works programme within the Territory. Special provision is made, however, for the alleviation of distress, and the expenditure under this heading during the past six financial years was as follows:—1934-35, £2,405; 1935-36, £1,869; 1936-37, £848; 1937-38, £1,464; 1938-39, £1,123; and 1939-40, £1,653. This expenditure includes rations granted in certain cases, work in lieu of rations for itinerants, payments to the Canberra Relief Society for subsequent disbursement, the supply of firewood for unemployment camps and railway fares for destitute persons.

(ix) *Northern Territory*.—Special funds are provided for unemployment relief in the estimates of expenditure for the Territory. The expenditure in 1934-35 was £4,455; in 1935-36, £4,739; in 1936-37, £5,000; in 1937-38, £8,825; in 1938-39, £4,658; and in 1939-40, £2,780.

(x) *Loan Expenditure*.—In addition to expenditure from ordinary revenue, a large amount was also expended in the various States from Loan funds, but owing to the complication of moneys being advanced by the Commonwealth to the States, expenditure by the Commonwealth in the States, and the difficulty of stating the extent to which the ordinary Loan programmes of the States relieved unemployment, it is almost impossible to publish satisfactory figures for the ten years, 1930-31 to 1939-40. The most that can be claimed for such expenditure in connexion with the relief of unemployment is that had it been curtailed on the grounds of financial stringency, unemployment would undoubtedly have been greater. The Gross Loan Expenditure on Works, &c., by the States amounted to £20,556,200 in 1939-40.

4. **Numbers in Receipt of Sustenance.**—The number of persons in receipt of unemployment relief in its various forms cannot be accurately determined, but the following statement shows the numbers (exclusive of dependants) in receipt of or working for sustenance or working "part-time" on relief works in the various States at 30th June, 1940:—

New South Wales	..	..	48,604
Victoria	..	..	12,559
Queensland	..	..	14,240
South Australia	..	..	5,163
Western Australia	..	..	6,039(a)
Tasmania	..	..	355
Northern Territory	..	..	..
Australian Capital Territory	..	..	24
Total	..	..	86,984

(a) Includes 481 men "standing down" and 1,975 working full-time, the latter comprising a certain number of foremen and other "key" men and all married men with three or more children.

Workers engaged "part-time" on "relief" works, mostly on a "rotational" system, are either directly employed by the various governments or through local government authorities. In addition to these, however, large numbers are employed on a "whole-time" basis on works which from their nature can hardly be regarded as purely for the relief of unemployment. As the cost is made a charge against the ordinary votes for works and services and loan appropriations, it has not been possible to secure satisfactory information in regard to the numbers engaged from a "relief" point of view.

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

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

The Commonwealth agreed to make the sum of £200,000 available for distribution among the States for 1937-38, to be allocated proportionally to population, with a slight variation allowed for the degree of unemployment among youths in the various States, and to recommend, if necessary, the provision of a similar amount for the year 1938-39. It was left to each State to determine what amount from its own resources it would add to the Commonwealth grant to cover the working costs of its own scheme. It was further agreed that each State should develop a scheme suited to its own conditions and which would form an integral part of whatever policy it was following in providing technical and other training for youths and in dealing with unemployment as a whole. In other words, while the general plan to be followed would represent a joint and simultaneous attack by the Commonwealth and States upon the problem of the aftermath of depression for youths and young men directly affected, the actual operation of the plan was to be left to the States and to be as flexible as differing conditions in the States really demanded. The schemes submitted by the States were all approved by the Commonwealth. While differing in detail, the principal features of the schemes in operation cover—

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

Owing to the amount of work involved in making the requisite surveys and completing arrangements for training, the schemes did not come into full operation as early as had been anticipated, and the first £200,000 voted

by the Commonwealth Parliament under the States Grants (Youth Employment) Act, No. 37 of 1937, was not fully expended in 1937-38. The amount of £200,000 was distributed as follows:—

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

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

On 19th and 20th July, 1939, a Conference of Ministers and officials from the Commonwealth and States was held in Melbourne to consider the wider problem of unemployment and "dead-end" employment among youths and young men. The Conference was convened by the Commonwealth Government at the instance of the New South Wales Government, following deliberations in the Commonwealth Parliament and the several State Parliaments upon the existing difficulties and future employment prospects for this section of the community. Among other matters, the Conference recommended the establishment in each State of a research organization, with at least one research officer appointed by the State on a full time basis, to attack the problem of employment and unemployment: that the Commonwealth appoint qualified research investigators primarily responsible to the Commonwealth Bureau of Census and Statistics to act in close co-operation with employment research organizations in the States; and that the Conference should constitute itself a continuing body to be convened by the Commonwealth. Subsequently these research bodies and research officers were set up in the States and the Research Section of the Commonwealth Bureau of Census and Statistics constituted the research body for the Commonwealth. On 4th to 6th December, 1939, a Conference of representatives of the research bodies was held in Canberra and a programme of uniform research activities adopted, attention being directed to both the immediate and after-effects of the war upon vocational training and employment opportunities for youths and young men. This joint research by all States and the Commonwealth is now proceeding.

§ 5. State Labour Exchanges.

1. **General.**—There is considerable diversity in the scope of the several State Labour Exchanges, as well as in the methods adopted for registration of applicants for employment. Details were given in Labour Reports Nos. 19 and 20 concerning the organization of these Exchanges, in the several States, systems of registration of applicants for employment, selection of applicants for vacant positions, granting sustenance and food relief, and other matters.

2. **Present Position and Scope.**—The present position of these Exchanges in the various States is set out in the following paragraphs :—

NEW SOUTH WALES.—(i) *Administration and Organization.*—The Labour Exchanges are administered by the Department of Labour and Industry. In the Metropolitan area, Newcastle and Maitland coal-fields, Wollongong District, Broken Hill and Lithgow administration is by officers of the Department. Throughout the rest of the State 400 country centres are administered by the local police. In industrial areas there are registration depots in every Municipality and Shire. In addition there is a centralized section where are recorded all male juveniles who register in the metropolitan area or are referred from country centres

(ii) *Registration.*—(a) *Age and Sex.*—Any involuntarily unemployed person, male or female, aged fourteen and over may register.

(b) *Charges.*—No charge is made for the services of the Exchange.

(c) *Residence.*—Applicants must be residents of the registration district.

(d) *Occupation.*—Persons of most occupations use the Exchanges, but the semi-skilled and unskilled predominate.

(e) *Income.*—Except where food relief or relief work is applied for, no information is required about the applicant's, or his family's income.

(f) *Reporting.*—Persons are required to report each month to keep their registration current. Failure to report without sufficient explanation results in removal from the current register, and this system, combined with inspections by a special investigation staff produces a satisfactory register. The registered unemployed are asked to notify their exchange if they secure employment otherwise than through the Exchange, but not many do so.

(g) *Employment.*—Persons are called up for employment in order of registration according to occupation, for submission to the employer. The Industrial Arbitration Act authorizes the Exchanges to make loans toward the expenses of persons going to employment. Repayment is by deduction from earnings. Loans are made for fares, tools of trade, equipment, stock, &c., and for lodgment of Fidelity Bond.

(h) *Analysis of Registration.*—Each month the registrations are classified according to ages 14–21 in yearly age groups, 21–25 and over 25. Analyses are made periodically of unemployment according to occupation and other particulars.

(iii) *Employment.*—Governmental and Semi-Governmental authorities use the Exchanges most, but private employers also use them. The Returned Soldiers and Sailors Employment Act (1919) enforced registration on employers in search of returned soldier and sailor workmen. Except as provided in this Act Governmental and Semi-Governmental authorities, local authorities and Government contractors are not bound to take their workmen from the Exchanges. However, local authorities controlling works subsidized by the Government are required to take their workmen from the Exchanges. Again, the Government Departments and Semi-Governmental authorities are required to use the Exchanges when possible.

(iv) *Relief.*—(a) *Registration.*—Registration for employment is a condition of food relief or relief work, except for persons deemed unable to work.

(b) *Food Relief and Sustenance.*—Food relief is issued to males and females 21 years or over, and to married juveniles. The amount of the relief depends on income and number of dependants. Food relief is issued direct to juveniles, 14–20 years, when the Department is satisfied they have no effective parent

or guardian. The food relief is given in the form of orders upon nominated tradesmen. Special foods are given to children under twelve months, and to members of the family in ill health.

(c) *Relief Work*.—Relief work is given to persons 21 years or over and to married juveniles. Food relief is not issued to a relief worker. The relief work is under the Industrial Arbitration Amendment Act, 1937. Work is allotted according to the number of persons dependent on the applicant, who must furnish regular declarations as to income and dependants. Wages are paid at award rates and are higher than the value of food relief that the relief worker would receive if not on relief work. Cost of transport of relief workers is borne by the employing authorities.

(v) *Private Employment Agencies*.—The Industrial Arbitration Act provides for the licencing and supervision of private employment agencies. An annual registration fee is payable. These agencies deal mostly in domestic work.

VICTORIA.—(i) *Administration and Organization*.—The Government Labour Exchange is administered by the Department of Labour. It is a State-wide organization with agencies in every municipality. In metropolitan and the more important provincial municipalities, it has its own officers. Elsewhere the local police station is the agency. Juveniles are as a rule referred to the Boys' and the Girls' Employment Movement, originally a non-official movement, but now attached to the Department of Labour.

(ii) *Registration*—(a) *Age and Sex*.—Any male over fourteen may register. Juvenile male applicants are, as a rule, referred to the Boys' Employment Movement, which offers a better service. Females may not register, but there is a Girls' Employment Movement for juvenile females.

(b) *Charges*.—No charge is made for the services of the Exchanges.

(c) *Residence*.—One month's residence in the registration district is necessary for unemployment relief work, but owing to the scarcity of suitable labour this is not enforced at present.

(d) *Occupation*.—Persons of most occupations use the Exchanges, but the unskilled and the semi-skilled predominate.

(e) *Income*.—All applicants for relief work must declare their assets and income.

(f) *Reporting*.—Applicants for registration are issued with a card which must be stamped monthly. Persons registered are asked to notify the Exchange if they obtain employment other than through the Exchange. As this is not always done, there are, as a rule, some persons registered as unemployed who are actually employed, but whose names will not be removed from the register until the month expires and they fail to present their cards.

(g) *Employment*.—Persons are called up for employment in order of registration according to occupation, for submission to the employing body. Preference is given to those with dependants. Private employers are supplied with the best men available.

(h) *Analysis of Registrations*.—Each month the registrations are classified according to occupation (stating whether married or single and whether first, second or third class) and also under age groups—21 years, 21-29 years, 30-39 years, 40-49 years, 50-59 years, 60 years and over (again showing whether married or single).

(iii) *Employment*.—Departments and municipal bodies spending relief funds allocated by the Employment Council must obtain their labour requirements from the Government Labour Exchange, and must observe certain conditions laid down in the Unemployment Relief (Administration) Act of 1932 as to pay and conditions. Of private employers, country employers use the Exchange most, but since the War city employers have made more use of the Exchange than in the past.

(iv) *Relief*.—(a) *Registration*.—Applicants must be registered at the local Government Labour Exchange Branch, and a three months residential qualification in the State is necessary before sustenance is payable.

(b) *Food Relief and Sustenance*.—Sustenance is granted to heads of families over eighteen years of age, and to dependent members of such families, under certain conditions. Provision of sustenance is made from the Unemployment Relief Tax. Every male person who receives it can be required to work in return for it. As with relief works, rates of pay and conditions of work are as prescribed in the relevant awards, and the amount of work to be done is determined by dividing the amount of sustenance to which a man is entitled by the hourly rate of wage for the type of work. When a person works in return for sustenance (the normal case) he receives a higher rate than if he were not working.

(c) *Relief Work*.—This is given to males only, and there are no age restrictions. Relief workers are engaged in order of seniority of registration, subject to suitability. Preference is given to men with dependants.

(v) *Private Employment Exchanges*.—These are used mainly by country and domestic workers.

QUEENSLAND.—(i) *Administration and Organization*.—The State Labour Exchanges are controlled by the Sub-Department of Labour. They are provided at all centres where sufficient demand for them exists. Those in the larger cities and towns are controlled by staff officers, and, in other centres, the local Clerk of Petty Sessions, or the Police Officer acts. The Juvenile Employment Bureau is a separate body administered by the Board of Juvenile Employment, responsible to the Secretary for Public Instruction. It is located in Brisbane, and has five country branches. Relief is administered by the Department of Labour and Industry.

(ii) *Registration*.—(a) *Age and Sex*.—As payment of Unemployment Insurance benefits is dependent upon registration, and all Government employment is selected through the Exchanges, all classes of workers register, and all unemployed persons fit and willing to accept employment are also permitted to register. Most of the unemployed juveniles, male and female, especially those under eighteen and therefore outside the unemployment insurance field, use the Juvenile Employment Bureau.

(b) *Charges*.—No charge is made for the services of the Exchanges.

(c) *Residence*.—There are no residence qualifications for registration, but it is necessary to reside in Queensland for six months before Government employment is available.

(d) *Occupation*.—All classes of workers register.

(e) *Income*.—No details about income are required when registering.

(f) *Reporting*.—Persons are not required to notify if they obtain work other than through the Exchanges, but, except in special circumstances, registrations are regarded as having lapsed unless renewed weekly. Short terms of employment are often obtained during the currency of registration, and, if these do not exceed two months, priority rights are not lost.

(g) *Employment*.—No restrictions are placed on private employers when selecting labour, but, in other cases, preference must be given in accordance with priority of registration, except in cases of unsuitability or special suitability for the work. Rail fares are advanced to persons proceeding to employment.

(h) *Analysis of Registrations*.—Each month the registrations are classified according to Exchange, occupation, sex, and marital condition. Analyses according to age are made at irregular intervals for special purposes. The proportion of the total unemployed who register is known to be much higher in Queensland than in other States, since registration is a condition of benefit under the Queensland Unemployment Insurance Scheme which covers all employment to which State awards apply, certain employment not covered by State awards, and certain employment covered by Commonwealth awards.

(iii) *Employment*.—State Departments are required to select labour from the unemployed registered at Labour Exchanges, and the same conditions apply to local authorities and contractors carrying out work on behalf of the Government, or who have been granted loans and subsidies for the carrying out of works. Little patronage is given by private employers, other than farmers. The Womens' Labour Exchange in the metropolis has been very successful in placing women.

(iv) *Relief*.—(a) *Registration*.—Except for able-bodied males, this is not required, for any destitute person in need of relief assistance may lodge an application at any police station, and authorized police officers may immediately issue ration relief if satisfied as to the merits of the case.

(b) *Food Relief*.—Applications are forwarded from the police stations to the Officer in Charge of Relief for examination and assessment according to prescribed rules, which take into account earnings during the preceding twelve months, family income, liquid assets, property, pensions, &c. The relief assistance approved is paid half in cash and half in rations, except in the case of destitute travellers and eligible farmers, who are granted relief in the form of rations only. Rations are issued in the form of an order on traders, and the classes of goods which may be obtained on the order are restricted to general grocery lines, meat, milk and bread. The weekly scale of rations in south-eastern Queensland is 8s. for a single man, 17s. for a man and wife, with an allowance of 3s. 9d. for each dependent child. Higher scales operate in northern and western districts, whilst the scale for married farmers is 25 per cent. lower. Ration recipients are classified as "fit", "fit for light work only", and "unfit". No work is done in return for relief assistance.

(c) *Relief Work*.—This ceased at the end of June, 1939.

(v) *Private Labour Exchanges*.—These are few, their activities being chiefly with the placement of farm station workers and domestic servants.

SOUTH AUSTRALIA.—(i) *Administration and Organization*.—The Government Labour Exchange is administered by the Commissioner of Public Works and the Employment Relief Council by the Minister of Industry and Employment. The Head Office of the Labour Exchange is in Adelaide with a branch at Port Adelaide. Elsewhere the police stations act as local agents of the Exchange. Youth is not specially provided for by the Government, but the Education Department has an Employment Officer who devotes his full time to vocational guidance and placement work.

(ii) *Registration.*—(a) *Age and Sex.*—All males aged fourteen and over may register. They must be unemployed but may earn up to 50 per cent. of the basic wage by doing odd jobs. In certain cases particularly for employment as young labourers in the South Australian Railways boys under fourteen years of age may register to gain priority in registration at the age of fourteen. Women may not register.

(b) *Charges.*—No charges are made for the services of the Exchange.

(c) *Residence.*—No residential qualification for registration is required.

(d) *Occupation.*—Male persons of most occupations register, but the unskilled unemployed predominate.

(e) *Income.*—No questions about income are on the registration card.

(f) *Reporting.*—In order to keep registration alive, monthly reporting is necessary.

(g) *Employment.*—The man registered the longest consecutive period of time, provided he is suitable, is engaged. The preference is first to married returned soldiers, then single returned soldiers with people completely dependent on them; after that married civilians and single returned soldiers and civilians. Skill is more important than length of registration where the job requires it. Private employers are not hampered at all in their choice of workmen. Fares are paid for Government jobs, and advanced when a guarantee has been given, for private jobs.

(h) *Analysis of Registrations.*—Each month the registrations are classified according to whether town or country registration, whether civilian or returned soldier, and according to occupation.

(iii) *Employment.*—All State Departments must engage their non-clerical labour through the Exchanges. Neither local authorities nor contractors with the Government are required to obtain their labour in this way. Private employers are encouraged by the free nature of the services of the Exchanges to use them, but, in fact, very few do so.

(iv) *Relief.*—(a) *Registration.*—In order to obtain relief it is necessary for males to be registered with the Labour Exchange. However, relief is issuable to both men and women, although women may not register at the Exchange.

(b) *Food Relief.*—This is provided by the Unemployment Relief Council in the form of orders for foodstuffs and fuel, to persons in necessitous circumstances due to unemployment. Relief or sustenance is given to any person, male or female, eligible. A person may be regarded as "eligible" only if unemployed, if able to pass a rigid means test, and if relations are incapable of giving assistance. There is no fixed scale of permissible income, each case being considered on its merits, taking into account the income, rent paid, and size of the family. Work is only done in return for sustenance in those districts where the local governing authority is prepared to provide a subsidy of not less than 25 per cent. of the ration values in cash, in return for the labour. Where such work is done, the local 25 per cent. subsidy is an additional cash payment to the worker. The recipient of the cash subsidy may receive the whole of his sustenance in cash, but it is usual for the recipient to prefer ration tickets, as these provide a high return of goods to him, as goods are supplied cheaper under the Government contract system.

(c) *Relief Work.*—Generally relief work is given only to males over 21 years of age. Owing to the absence of any special taxation such work is limited in its extent, but occasional Federal and State grants are spent by

the Unemployment Relief Council in such a way as to absorb the unemployed into relief works. Rent work is given to people threatened with eviction, in order to enable them to pay their rent. Cost of transport is borne by the employing authorities.

(v) *Private Labor Exchanges*.—Private Employment Exchanges mostly engage agricultural, and a limited number of cow and sheep hands; domestics both for city and country; timber cutters; waitresses for city and country.

WESTERN AUSTRALIA.—(i) *Administration and Organization*.—The State Labour Bureau is a branch of the Department of Employment. Its function is to register men and women seeking employment with a view to their effective placement. Branches of the Bureau are established in the chief centres of the State, and elsewhere police officers act as agents. The Bureau does not engage men for relief work, placement being effected only with private employers. Juvenile males are provided for by the Youth Employment Bureau, which has an office in Perth. The function of the Department to register adult males for relief and sustenance must be added to that of administering the Bureau.

(ii) *Registration*.—(a) *Age and Sex*.—Any person aged fourteen or over may register for employment. Women register at the Women's Branch of the main Bureau.

(b) *Charges*.—No charge is made for services.

(c) *Residence*.—No residential qualification is necessary.

(d) *Occupation*.—The preponderance of the unskilled manual workers is probably not so great as in the other States. Clerical workers have a greater chance of being employed through the Bureau than in the other States.

(e) *Income*.—No questions are asked about income.

(f) *Reporting*.—Persons are not required to re-register at specified intervals at the Bureau neither are they expected to notify if they obtain work independently.

(g) *Employment*.—As the Bureau provides only for private employment, the requirements of the employer are given first consideration. Other things being equal, preference is given to those longest registered, and to married men if the work is suitable. Fares on a repayable basis are provided for people proceeding to employment.

(h) *Analysis of Registrations*.—An alphabetical index of all applicants for relief work is kept, but, in the absence of notification of independently obtained jobs, the Bureau can have no satisfactory record of the unemployed.

(iii) *Employment*.—The State Labour Bureau does not provide for public authorities. However, the State Government Departments, local authorities, and Government contractors must obtain their labour from the Department of Employment, which has a record of people in need of relief employment, if funds set aside for the relief of unemployment are being, otherwise there is no restriction as to the source of labour.

(iv) *Relief*.—(a) *Registration*.—A central register of all applications for assistance, whether approved or not, is kept in Perth. Registration with the Labour Bureau is a condition of sustenance or relief work only in the metropolitan area.

(b) *Food Relief*.—Assistance is granted to approved married men, at the rate of 7s. per member of the family per week, with a maximum amount of 49s., of which 2s. in every unit of 7s. is paid in cash. Every application for relief is investigated by a departmental inspector before a decision is given, and, if approved, subsequent inspections are made at regular intervals. Destitution is the main consideration in granting relief. Married men, in receipt of sustenance only, are provided with firewood in the winter, and expectant mothers are granted an allowance for the purchase of fresh milk. If unable to work single men are given meal tickets and, if necessary, accommodation. Generally work is not performed in return for sustenance.

(c) *Relief Works*.—These are provided for married and single adult males, whose destitution is proved or who have been admitted to sustenance. Single men are given sufficient work to enable them to earn 34s. 5d. per week. The provision for married men is based on family responsibility. Where there are three or more children, full time work is given until the completion of the job. All relief work is carried out in accordance with industrial awards or agreements made by, or registered at the Court of Arbitration, and the minimum wage is the basic wage declared by the Court. The cost of transport is borne by the employing authorities as provided by the relevant awards and agreements.

(v) *Private Employment Exchanges*.—Employment brokers carry on business by licence issued under the Employment Brokers Act, 1909, which permits a fee to be charged to both employer and employee. Where necessary the State Labour Bureau advances fares for which the brokers take no responsibility. Such advances are repayable.

TASMANIA.—(i) *Administration and Organization*.—The Department of Labour and Industry administers the Unemployment Registration Offices or Labour Exchanges. The offices in Hobart, Launceston and Glenorchy, where the greatest number of unemployed register, are situated in separate buildings with a staff, but the 46 country offices are in the various Municipal Council Chambers, and the administrative work is performed by the Council Clerk. All these offices are supervised from Hobart.

(ii) *Registrations*.—(a) *Age and Sex*.—All males and females between the ages of 14 and 65 are eligible for registration.

(b) *Charges*.—No charge for service rendered is made.

(c) *Residence*.—It is necessary for the applicant to live in the area covered by the local office or agency.

(d) *Occupation*.—Of those who register, the majority are of the unskilled class.

(e) *Income*.—Earnings (of applicant and family), property, mortgages, interest, rent, pensions, and savings are all enumerated on the application form.

(f) *Reporting*.—It is necessary for the registration to be renewed weekly in the city, and at less frequent intervals in the country. Failure to do so results in de-registration. People are asked to notify if they obtain work independently, but it is estimated that only about 3 per cent. of them do so.

(g) *Employment*.—Selection for work is carried out on the rotary system on a basis of 60 per cent. married men on relief, 30 per cent. men not on relief, and 10 per cent. single men. For Hydro-Electric works preference is given

to members of the Australian Workers Union. With private employment, no special rule is adopted other than to supply the most suitable labour in accordance with the employer's requirements and conditions. Rail, steamer and motor fares are advanced to all people going to Government employment. In the case of private employment, arrangements are made with the employer to advance the fare or transport the employee at his own expense.

(h) *Analysis of Registrations.*—Labour Exchange figures are compiled, but they do not give a very accurate picture. Clerks obtain employment through the Public Service Commissioner, and this alone makes quite a large gap.

(iii) *Employment.*—Government Departments obtain the whole of their unskilled labour requirements from the Exchanges, local authorities obtain most of it; and Government contractors obtain about 5 per cent. of their requirements. The staff of the Exchanges encourages their use by private employers by making direct contacts, and by answering advertisements for labour. However, only about 5 per cent. of the placements made by the Exchanges are in private employment.

(iv) *Relief.*—All relief and sustenance is under the control of the Director of Social Services and this Department works in collaboration with the Registration Office.

(a) *Registration.*—After a person has been registered for employment for seven days he is eligible to apply for relief, provided he has been resident in the State for six months, and in the municipality for three months.

(b) *Sustenance and Relief Work.*—Men on relief have to work at the basic rate in return for what they receive—the amount of relief is in proportion to the dependants. A man is entitled to earn, in addition to his relief, his rent, together with a small additional amount in the city. In the city the work is controlled by the Public Works Department, and in the country by the municipal councils. As in selection for ordinary employment, relief works are made up as nearly as possible of 60 per cent. married men already in receipt of sustenance, 30 per cent. married men not on sustenance and 10 per cent. single men. Strong, healthy types are usually selected.

(v) *Private Employment Agencies.*—Unofficial agencies are few, and of little importance. Registry Offices are in existence but deal mostly with domestic service and a little farm work.

3. **Registered Unemployed at State Labour Exchanges.**—The work of the State Labour Exchanges greatly increased in 1930 owing to the abnormal amount of unemployment. The peak number of applications for work was, however, received in the March quarter of 1931. Skilled and semi-skilled workers, who in the past had not availed themselves of the services of the Exchanges, registered for relief work as there was little prospect of employment in their usual occupations. Special legislation in 1930 for the relief of unemployment provided in most cases that registration at the Exchanges was essential before relief work or sustenance could be obtained, and resulted in increased registrations for employment.

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

Persons Registered for Employment at State Labour Exchanges.

Period	New South Wales. (a)	Victoria (b)	Queensland. (c)	South Australia. (d)	Western Australia		Tasmania (e)	Total Australia.
					Labour Exchange (f)	Department of Employment. (g)		
1939-40	48,915	14,773	27,582	6,919	1,096	1,308	1,231	104,914
1939—								
July	52,107	21,139	23,037	8,656	1,379	1,501	2,315	113,137
August	52,851	21,938	22,406	8,859	1,552	1,618	2,369	114,593
September	52,307	20,793	23,224	8,824	1,331	1,267	2,048	112,704
October	51,326	17,768	24,109	7,857	1,278	1,377	1,603	108,318
November	47,555	14,946	25,664	6,915	1,030	1,202	1,279	101,591
December	45,461	13,742	31,023	5,619	748	1,642	1,019	102,254
1940—								
January	47,412	12,739	35,801	6,574	1,238	1,399	683	108,837
February	46,415	11,577	34,864	5,946	1,001	1,414	689	104,906
March	45,681	11,109	32,735	5,494	991	1,182	687	101,179
April	50,813	11,467	29,451	6,060	1,000	1,317	706	103,814
May	50,851	10,476	25,927	6,246	892	1,309	715	99,416
June	44,201	9,671	22,742	5,078	718	1,250	656	88,216

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

§ 6. Industrial Accidents.

I. Source of Information.—The following tables have been compiled from returns received from the Chief Inspectors of Factories, the Chief Inspectors of Machinery, and from Boiler, Lift, and Scaffolding Inspectors in the several States. In the Annual Reports issued by the State Departments, special sections are published relating to accidents in industrial undertakings. Reference to these Reports will afford more detailed information. The appreciative thanks of the Bureau are extended to the officials of the various State Departments, including the officials of the Mining Departments, who very kindly supplied the summarized returns shown hereunder

2. **Number of Accidents Reported.**—The following table shows the number of accidents reported in each State in the years 1935 to 1939 :—

Industrial Accidents, 1935 to 1939.

Particulars	N.S.W.	Vic.	Q'land.	S.A.	W.A. (b)	Tas	Total
No of Fatal Accidents	1935 .. 42 1936 .. 46 1937 .. 64 1938 .. 54 1939 .. 53	21 22 38 26 26	12 17 24 17 20	5 7 4 12 14	37 49 51 34 43	3 7 8 3 5	120 148 189 146 161
No. of Accidents Incapacitating for over 14 days	1935 .. (a) 6,134 1936 .. 7,802 1937 .. 8,150 1938 .. 9,704 1939 .. 9,794	719 739 1,027 976 976	480 546 665 746 684	222 180 156 190 178	1,412 2,035 1,752 1,917 1,662	177 107 136 128 106	9,174 11,409 11,886 13,661 13,400

(a) See remarks below.

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

Compared with 1938 the numbers of deaths from industrial accidents in 1939 increased in Queensland, South Australia, Western Australia and Tasmania, decreased in New South Wales and remained stationary in Victoria. The number of non-fatal accidents increased in New South Wales, decreased in Queensland, South Australia, Western Australia and Tasmania, and remained stationary in Victoria. Non-fatal accidents in Western Australia showed a considerable decrease on the number recorded in the previous year.

The large number of accidents recorded in New South Wales during recent years was due to an amendment of the Act which provides that all accidents which prevent workers from returning to work within seven days must be reported. Figures for this State are, therefore, not exactly comparable with those for other States. Further, the definition of a non-fatal accident is not on uniform lines in all States.

3. **Accidents in Industrial Groups.**—The next table gives the number of accidents in industrial groups in Australia in 1939.

Industrial Accidents: Number in Industrial Groups, Australia, 1939.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	5	664
II. Engineering, etc.	(a) 15	(a) 4,343
III. Food, Drink, etc.	10	1,295
IV. Clothing, Hats, etc.	1	627
V. Books, Printing, etc.	1	480
VI. Other Manufacturing	17	3,100
VII. Building and Scaffolding	7	23
VIII. Mining	93	2,552
IX. Lifts	3	6
X. Miscellaneous	9	310
Total	161	13,400

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

(b) See remarks above.

The largest number of fatal accidents occurred in the mining industry, representing 68 per cent. The largest number of non-fatal accidents occurred in engineering, etc. (32 per cent.). It should be pointed out, however, that the figures for 1938 and 1939 are not directly comparable with those for previous years as accidents in ore dressing, smelting works, etc., in New South Wales previously included in Group VIII. (Mining) are now included in the engineering group.

Seven fatal accidents occurred in connexion with building and scaffolding and three deaths resulted from lift accidents. Forty-nine fatal, and 10,509 non-fatal accidents were reported in the manufacturing industries, and 4,343 of the total occurred in the engineering and metal-working group.

4. **Mining Accidents.**—(i) *Sources of Information.*—Information regarding mining accidents is obtained from the Departments of Mines in the respective States, except as regards accidents occurring in smelting and metallurgical works which are registered as factories and are under the jurisdiction of the Chief Inspectors of Factories.

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments, and, except for New South Wales, in regard to accidents in ore-dressing, smelting and metallurgical works reported to Inspectors of Factories in each State in 1939.

Mining Accidents: Classification according to Causes, 1939.(a)
A.—Fatal Accidents.

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W. A.	Tas.	Total
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives	1	1	2	..	6	..	10
" " Falls of Ground	7	3	2	..	6	2	20
" " Falling down shafts, etc.	..	..	..	..	11	..	11
Other Accidents	..	1	..	..	12	..	13
2. Above Ground—							
Accidents caused by machinery in motion	..	..	3	1	1	..	5
Other Accidents	3	..	..	3	2	..	8
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	..	..	7	..	..	..	7
4. Quarries, Brick and Clay Pits, etc.	..	1	..	2	..	..	3
COAL MINES							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.)	..	..	..	..	..	..	..
Accidents caused by Falls of Earth	9	..	2	..	1	..	12
Other Accidents	5	..	1	..	..	..	6
2. Above Ground—							
Accidents caused by machinery in motion	..	..	..	..	..	..	..
Other Accidents	1	..	..	..	..	..	1
Total	26	9	12	6	30	..	93

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

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

Cause of Accident	N.S.W. (a)	Vic.	Q'land.	S.A.	W.A.	Tas.	Total
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	24	2	3	..	11	..	40
" " Falls of Ground	8	2	5	1	43	4	64
" " Falling down shafts, etc.	14	3	..	..	12	2	31
Other Accidents	324	3	88	..	734	18	1,167
2. Above Ground—							
Accidents caused by machinery in motion	11	..	..	4	32	3	50
Other Accidents	118	..	49	13	152	42	395
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.(b) ..	4	..	62	72	57	12	207
4. Quarries, Brick and Clay Pits, etc.	..	7	..	14	66	..	87
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.)	1	..	1	..	..	..	2
Accidents caused by Explosives (Dynamite, etc.)	19	..	2	..	..	..	21
Accidents caused by Falls of Earth	18	2	29	..	12	4	95
Other Accidents	30	..	106	..	170	1	307
2. Above Ground—							
Accidents caused by machinery in motion	..	..	3	..	2	..	5
Other Accidents	13	..	19	..	19	..	51
Total	584	19	358	134	1,370	87	2,552

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

Seventy-two fatal mining accidents occurred below ground in Australia during the year, as compared with 21 above ground. Fatal accidents in metalliferous mines in 1939 numbered 68, as against 19 in coalmines and 6 in quarries and brick and clay pits. The number of non-fatal mining accidents below ground was 1,757 and above ground 708. Eighty-seven non-fatal accidents occurred in quarries and brick and clay pits.

CHAPTER V.—ASSOCIATIONS.

§ 1. Labour Organizations.

1. General.—In Labour Report No. 2 an outline was given of the method adopted to ascertain the number of members of labour organizations in Australia, and tabulated results up to the end of 1912 were included. From the beginning of 1913 quarterly returns were obtained from a considerable number of trade unions, both as to membership and unemployment, and these were supplemented at the end of each year by special inquiries as to the membership of those unions which, owing to the nature of the callings and industries covered, were unable to furnish quarterly unemployment returns. The following pages show the general situation in regard to the trades union movement in Australia at present, and its development since 1935. The affairs of single unions are not disclosed in the published results and this has assisted in securing complete information. The Bureau is greatly indebted to the secretaries of Trade Unions for their cordial co-operation in regard to the supply of information.

The figures published in this chapter cover the years 1935 to 1939. Particulars for the years 1912 to 1934 will be found in preceding issues of the Labour Report.