

collected during 1932-33 was £2,409,934, and £2,105,659 was paid away in allowances to 63,072 families. The levy was discontinued as from 1st January, 1934, the cost of endowment being met from the Special Income and Wages Tax, which is also used for other social services.

(iii) *Commonwealth Public Service.*—The first system of child endowment in Australia was instituted within the Commonwealth Public Service. It came into operation on 1st November, 1920, when, following on the recommendations of the Royal Commission on the Basic Wage,* the Commonwealth Government decided to pay allowances to officers at the rate of 5s. per week for each dependent child under fourteen years of age, with a limit of £400 per annum on salary plus allowance. As the result of proceedings before the Public Service Arbitrator in 1923, these allowances were confirmed as a permanent part of the salary scheme, and the necessary fund to meet them was created by deducting the average value of the payment from the basic wage of all adult officers. In effect, therefore, the officers are themselves providing the fund from which the allowance is paid. The deduction was originally £11 per annum, but is now £12. The payment of the allowance in the Service is now limited to officers receiving from salary and allowance an amount not greater than £500 per annum. Further details regarding the introduction and method of calculating the payments will be found in Labour Report No. 17, and later Reports.

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

I. **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 26 while particulars for the year 1936 are furnished in the present Report.

2. **Industrial Disputes in Industrial Groups, 1936.**—The following table deals with industrial disputes involving stoppage of work during the year 1936 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 1936 was 235, as compared with 183 during the previous year. In New South Wales 188 disputes occurred, 160 of which involved workpeople engaged in the coal-mining industry. Working days lost during 1936 amounted to 497,248 for all disputes in Australia, as compared with 495,124 working days lost during 1935. The estimated loss of wages was £468,825 in 1936, as compared with £390,596 for the year 1935.

* The Chairman of the Commission (Mr. A. B. Piddington, K.C.) in a Supplementary Report suggested that the wage of £3 16s recommended by the Commission be split up into a flat basic wage payment of £4, and a child endowment of 12s. per week for each child, the fund for the payment of the latter allowance to be created by a tax on employers of 10s. 6d. per week per employee.

Industrial Disputes in Industrial Groups, 1936.

Class.	Industrial Group	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales—								
II.	Engineering, metal works etc.	12	15	3,795	164	3,959	185,136	148,026
III.	Food, Drink, etc.	1	14	71		71	3,408	3,224
IV.	Clothing, Textiles, etc.	1	1	24		24	72	45
V.	Books, Printing, etc.	1	1	16	4	20	340	282
VI.	Other manufacturing	1	1	40		40	120	100
VII.	Building	2	2	54	7	61	257	286
VIII.	(a) Coal-mining	160	160	41,580	1,453	43,033	198,650	226,618
	(b) Other mining, quarries, etc.	2	6	4,045		4,045	25,608	25,651
XI.	Shipping, wharf labour, etc.	1	1	23		23	23	16
XII.	Pastoral, agricultural, etc.	2	24	479	100	579	13,395	8,100
XIV.	Miscellaneous	5	6	430		430	5,496	2,617
	Total	188	231	50,557	1,728	52,285	432,513	414,375
Victoria—								
II.	Engineering, metal works, etc.	4	7	147	19	166	1,328	1,090
VII.	Building	1	10	315	205	520	2,080	1,560
VIII.	(a) Coal-mining	2	2	1,024		1,024	7,889	6,881
XIV.	Miscellaneous	3	3	113		113	954	398
	Total	10	22	1,599	224	1,823	12,251	9,899
Queensland—								
II.	Engineering, metal works, etc.	3	3	254	135	389	5,031	4,972
VIII.	(a) Coal-mining	6	6	676	13	689	5,270	5,631
XI.	Shipping, wharf labour, etc.	1	1	2		2	14	22
XIV.	Miscellaneous	2	2	120	46	166	3,138	2,750
	Total	12	12	1,052	194	1,246	14,653	12,325
South Australia—								
XIV.	Miscellaneous	1	1	101		101	505	400
Western Australia								
I.	Wood, Sawmills, etc.	2	2	26	478	504	1,946	1,437
II.	Engineering, metal works, etc.	1	1	11		11	44	41
III.	Food, drink etc.	2	7	46		46	216	222
VI.	Other manufacturing	2	10	250		250	1,100	820
VIII.	(a) Coal-mining	10	2	620	100	720	9,360	8,600
	(b) Other mining, quarries, etc.	1	11	2,147	689	2,836	11,692	11,152
X.	Other land transport	1	16	308	42	350	8,650	5,442
	Total	19	49	3,408	1,309	4,717	32,408	27,714
Tasmania—								
VIII.	(a) Coal-mining	2	2	128	6	134	2,036	2,617
	(b) Other mining, quarries, etc.	1	1	141		141	282	195
XIV.	Miscellaneous	1	1	100		100	500	400
	Total	4	4	369	6	375	3,718	3,212
Northern Territory—								
XIV.	Miscellaneous	1	1	32	8	40	1,200	900
Australia—								
I.	Wood, Sawmills, etc.	2	2	26	478	504	1,946	1,437
II.	Engineering, metal works, etc.	20	26	4,207	318	4,525	192,439	154,129
III.	Food, drink, etc.	3	21	117		117	3,624	3,448
IV.	Clothing, Textiles, etc.	1	1	24		24	72	45
V.	Books, Printing, etc.	1	1	16	4	20	340	282
VI.	Other manufacturing	3	11	290		290	1,020	920
VII.	Building	3	12	369	212	581	2,330	1,846
VIII.	(a) Coal-mining	171	172	44,028	1,572	45,600	224,120	219,767
	(b) Other mining quarries, etc.	13	18	6,333	689	7,022	37,582	36,168
X.	Other land transport	1	16	308	42	350	8,650	5,442
XI.	Shipping, wharf labour, etc.	2	2	25		25	37	38
XII.	Pastoral, agricultural, etc.	2	24	479	100	579	13,395	8,100
XIV.	Miscellaneous	13	14	396	51	447	12,093	6,963
	Total(a)	235	320	57,118	3,469	60,587	497,248	468,825

(a) The following disputes commenced in and were uncompleted at the end of the year, 1935, and in respect of "Number of Disputes", and "Number of Establishments" are duplicated in the figures for 1936, viz. —

State.(c)	Number of Disputes.	Number of Establishments	Number of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales	2	2	134	..	134

3. Particulars of Principal Disputes in 1936.—(i) *General.*—The preceding tables show the number and effect of all disputes for the year 1936 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 (235) which occurred in 1936, no less than 171 were in connexion with the coal-mining industry, and, of these 160 occurred in New South Wales. The total loss of wages through all disputes in Australia was £468,825. The loss through 160 disputes in the coal-mining industry in New South Wales was £226,618, or 48 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 497,248. Brief particulars of the disputes mainly responsible for losses in working days and wages in 1936 are given below :—

Interstate.—Disputes which extend beyond the limits of a single State, while in some cases extensive, are comparatively few in number. These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations. During the year 1936, no disputes of an interstate character occurred.

New South Wales.—The dismissal of an employee was given as the cause of a dispute involving over 3,000 Ironworkers at Port Kembla in January, 1936. The Wollongong Citizens' Committee after several conferences with the employers and Union Representatives effected a settlement, the terms of which were :—the reinstatement of the dismissed employee in another department, no victimization, and the granting of a conference to deal with the case. The stoppage extended over nine weeks.

A claim by the Theatrical Employees' Union for increased wages and shorter hours involved the Motion Picture Industry at Broken Hill in a dispute in January, 1936. A log of wages and hours served by the Union being rejected, the dispute was referred to the Broken Hill Industrial Council for negotiations. Conferences with the proprietors resulted in a settlement granting increased wages and shorter hours. Work was resumed after a period of seven weeks idleness.

A stoppage lasting eleven weeks occurred at the Wongawilli Coal Mine, Dapto, in February, 1936, the men alleging unnecessary delay in the supply of empty skips. Negotiations for a settlement were refused until work was resumed. Ultimately the employees undertook to resume work, on conditions applying immediately before the strike, pending a conference.

A log of increased wages and better conditions in the trade, served on the Master Butchers' Association, Broken Hill, was given as the cause of a dispute in July, 1936. Extending over a period of eight weeks, it was subsequently settled by the Conciliation Commissioner in terms favorable to the employees.

Objection to the installation of an Electric Coal Cutting Machine was stated to be the cause of a stoppage at the Aberdare Central Colliery in July, 1936, the miners claiming it was unsafe, owing to the danger of explosion from trailing cables. A deputation representing the Coal Miners' Federation interviewed the Minister for Mines, requesting a departmental inspection of the mine. The request was refused, but later permission to hold a public inquiry was granted under the Chairmanship of Commissioner J. P. Hindmarsh. After hearing evidence the Commissioner's report

indicated the possibility of danger, and recommended that necessary precautions be taken by the management. On the understanding that these recommendations would be put into effect, the miners resumed work, after a period of twenty weeks' idleness.

4. **Industrial Disputes, 1932 to 1936.**—(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 1932 to 1936, 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.							
1932 ..	20	4	77	8	5	13	127
1933 ..	16	..	52	6	1	15	90
1934 ..	13	1	91	9	6	35	155
1935 ..	21	4	108	9	21	20	183
1936 ..	30	3	171	13	3	15	235
1932-36 ..	100	12	499	45	36	98	790
WORKPEOPLE INVOLVED.							
1932 ..	8,236	120	19,540	2,602	181	2,238	32,917
1933 ..	5,361	..	17,461	5,415	50	1,826	30,113
1934 ..	7,284	54	23,622	7,862	3,169	8,867	50,858
1935 ..	4,086	49	31,519	2,795	6,142	2,731	47,322
1936 ..	5,480	581	45,600	7,022	375	1,529	60,587
1932-36 ..	30,447	804	137,742	25,696	9,917	17,191	221,797
WORKING DAYS LOST.							
1932 ..	50,692	1,561	131,154	21,402	1,038	6,471	212,318
1933 ..	31,625	..	48,528	26,985	100	4,718	111,956
1934 ..	73,878	108	190,363	41,800	14,002	59,235	370,386
1935 ..	92,423	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
1932-36 ..	418,259	5,300	756,791	192,593	124,001	190,088	1,687,032
ESTIMATED LOSS IN WAGES.							
1932 ..	£ 24,051	£ 1,434	£ 115,407	£ 19,691	£ 720	£ 4,279	£ 165,582
1933 ..	23,497	..	44,927	23,683	90	2,941	95,048
1934 ..	49,364	80	136,027	37,896	10,164	34,328	317,859
1935 ..	47,079	1,143	164,648	57,791	61,249	58,686	390,596
1936 ..	160,259	1,846	249,767	36,408	5,480	15,065	468,825
1932-36 ..	304,160	4,503	760,776	175,469	77,703	115,299	1,437,910

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 1936 these disputes represented 73 per cent. of the total for the year, as compared with 59 per cent. in 1935.

During the past five years, working days lost through dislocations of work, involving employees in coal-mining numbered 756,791, representing 45 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.

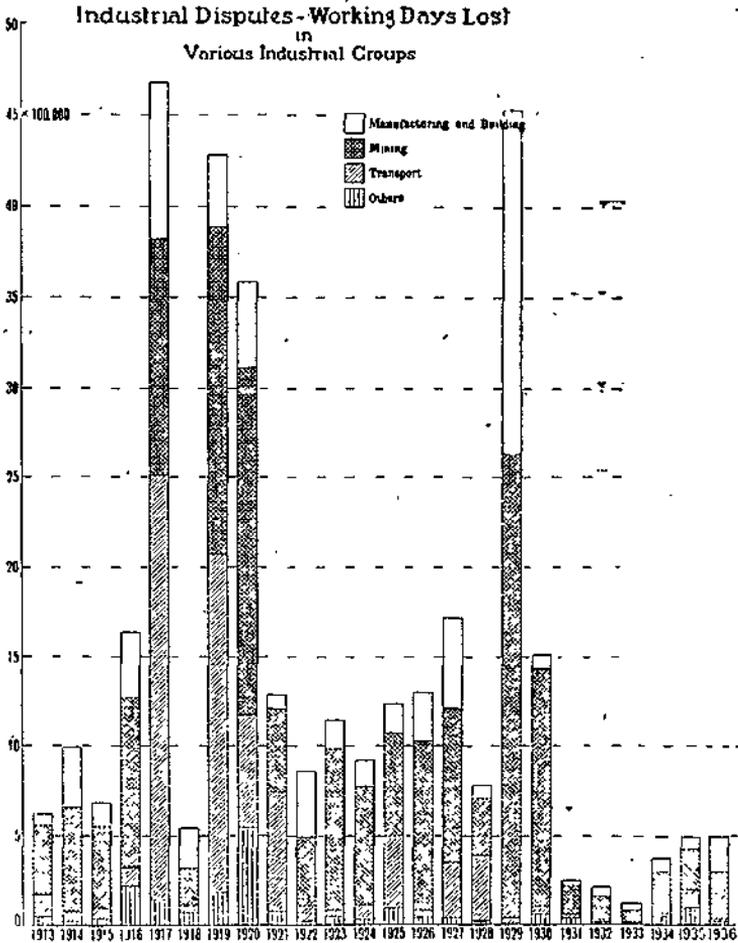
(ii) *States*.—The number of industrial disputes in each State during the years 1932 to 1936, together with the workpeople involved, the working days lost, and the estimated loss in wages are given hereunder.

Industrial Disputes.

State or Territory.	Year.	Number	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages
				Directly.	Indirectly.	Total.		
New South Wales	1932	92	99	17,813	2,156	19,969	63,425	£ 64,420
	1933	34	143	13,406	1,663	15,069	53,104	48,760
	1934	117	129	33,065	2,943	36,008	213,753	196,265
	1935	131	162	31,350	2,055	33,405	301,345	237,707
	1936	(a) 188	231	50,557	1,728	52,285	432,513	414,375
Victoria	1932	12	37	6,475	110	6,585	99,638	65,599
	1933	12	28	7,156	294	7,450	26,691	20,416
	1934	19	24	8,074	351	8,428	108,872	82,438
	1935	20	30	7,658	243	7,901	45,713	31,280
	1936	70	22	1,599	221	1,823	12,251	9,899
Queensland	1932	10	210	1,061	1,156	2,217	21,166	18,541
	1933	11	11	2,636	684	3,320	13,876	10,077
	1934	7	830	2,453	420	2,873	29,718	24,200
	1935	13	29	1,794	201	1,995	73,351	57,960
	1936	12	12	1,052	194	1,246	11,053	12,325
South Australia	1932	2	3	109	4	113	970	664
	1933	1	1	50	..	50	100	90
	1934	1	1	44	..	44	71	17
	1935	3	5	340	..	340	2,463	1,557
	1936	1	1	101	..	101	505	400
Western Australia	1932	8	16	2,537	162	2,699	11,201	9,538
	1933	10	10	3,644	276	3,920	16,896	14,530
	1934	10	16	3,309	176	3,485	17,791	14,609
	1935	11	29	3,597	6	3,603	71,976	61,901
	1936	19	49	3,108	1,300	4,717	32,408	27,714
Tasmania	1932	2	4	1,163	..	1,163	15,562	6,516
	1933	1	1	75	..	75	1,200	1,050
	1934	..	..	..	..	..	..	..
	1935	1	1	70	4	74	248	91
	1936	4	4	369	0	375	3,718	3,212
Northern Territory	1932	1	3	177	..	177	354	304
	1933	1	1	21	8	29	87	125
	1934	1	1	18	2	20	240	240
	1935	1	1	4	..	4	128	100
	1936	1	1	32	8	40	1,200	900
Fed. Cap. Territory	1932	..	..	..	..	..	..	..
	1933	..	..	..	..	..	..	..
	1934	..	..	..	..	..	..	..
	1935	..	..	..	..	..	..	..
	1936	..	..	..	..	..	..	..
Australia	1932	127	372	29,329	3,588	32,917	212,318	165,582
	1933	90	195	26,988	3,125	30,113	111,956	95,043
	1934	155	1,061	46,963	3,895	50,858	370,386	317,859
	1935	183	257	44,813	2,509	47,322	495,124	300,596
	1936	(a) 235	320	57,118	3,469	60,587	497,248	466,825

(a) See footnote, page 96.

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



EXPLANATION.—The scale refers to working days lost in hundred thousands. Thus, taking the year 1917, and comparing the shaded and blank sections with the scale, it will be observed that about 870,000 working days were lost in Manufacturing and Building, over 1,500,000 in Mining, over 2,300,000 in Transport, and about 150,000 in other industries.

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—1932 to 1936.*—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1932 to 1936 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	1932	48	11,516	708	12,224	12,149	13,643
	1933	43	10,465	1,202	11,667	11,497	10,664
	1934	53	14,773	807	15,580	15,547	16,295
	1935	50	13,610	570	14,180	14,189	14,977
	1936	89	20,378	845	21,223	21,223	23,564
2 days and more than 1 day	1932	22	4,185	392	4,577	9,114	8,166
	1933	11	3,812	270	4,082	8,158	7,220
	1934	19	3,087	175	3,262	6,524	6,166
	1935	34	8,173	327	8,500	17,000	16,939
	1936	37	9,176	403	9,579	19,156	20,382
3 days and more than 2 days	1932	9	2,431	491	2,922	8,681	7,397
	1933	14	4,820	930	5,750	15,550	14,073
	1934	13	4,249	72	4,321	12,815	11,544
	1935	12	2,900	206	3,106	9,318	6,555
	1936	19	4,636	685	5,321	15,903	16,923
Over 3 days and less than 1 week (6 days)	1932	18	2,884	1,079	3,963	16,298	15,347
	1933	4	667	22	689	3,435	3,320
	1934	22	11,383	256	11,639	50,481	43,435
	1935	15	2,333	132	2,465	10,780	11,076
	1936	33	8,252	515	8,767	38,170	38,853
1 week and less than 2 weeks	1932	11	4,599	500	5,099	33,342	19,524
	1933	9	5,296	501	5,797	41,762	36,648
	1934	22	5,505	707	6,212	52,031	46,608
	1935	29	4,727	108	4,835	41,966	38,043
	1936	25	6,774	173	6,947	46,511	48,248
2 weeks and less than 4 weeks	1932	11	2,124	330	2,454	36,063	25,747
	1933	6	1,883	199	2,082	29,762	21,774
	1934	16	4,230	1,743	5,973	88,358	78,003
	1935	20	4,940	817	5,757	88,439	68,434
	1936	16	2,584	424	3,008	53,261	46,795
4 weeks and less than 8 weeks	1932	5	391	41	432	11,199	10,211
	1933	1	26	1	26	1,702	505
	1934	8	2,603	110	2,713	70,053	57,498
	1935	14	6,541	185	6,726	170,255	134,693
	1936	10	1,170	114	1,284	37,704	28,671
8 weeks and over	1932	3	1,199	47	1,246	85,472	65,347
	1933	2	19	1	20	1,120	847
	1934	2	1,133	25	1,158	71,584	58,250
	1935	9	1,610	164	1,774	143,117	96,839
	1936	6	3,848	280	4,128	265,260	245,479
Total	1932	127	29,320	3,588	32,907	212,318	165,582
	1933	90	26,088	3,125	29,213	111,956	95,048
	1934	155	46,963	3,895	50,858	370,386	317,859
	1935	183	44,813	2,500	47,313	495,124	390,596
	1936	235	57,118	3,469	60,587	497,248	468,825

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

(ii) *Causes of Disputes, Australia, 1913 and 1930 to 1936.*—The following table gives particulars of industrial disputes according to causes for the years specified.

Causes of Industrial Disputes—Australia.

Causes of Disputes . . .	1913	1930.	1931.	1932.	1933.	1934	1935.	1936.
NUMBER.								
1. Wages—								
(a) For increase ..	42	..	4	5	1	10	9	16
(b) Against decrease ..	4	9	17	11	4	3	5	1
(c) Other wage questions ..	31	44	16	26	14	31	44	48
2. Hours of Labour—								
(a) For reduction ..	3	4	2	2	..	..	..	1
(b) Other disputes re hours ..	7	..	..	..	7	6	8	4
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	..	1	2	1	4	4	4
(b) Other union questions ..	5	20	4	3	3	8	12	16
4. Employment of particular classes or persons ..	44	48	50	50	35	52	53	81
5. Working conditions ..	51	27	22	11	9	25	40	43
6. Sympathetic ..	5	11	5	2	..	3	1	5
7. Other causes ..	8	20	13	12	16	13	13	16
Total ..	208	183	134	127	90	155	183	235

WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	..	2,053	1,295	29	7,210	2,161	2,014
(b) Against decrease ..	563	12,824	7,108	7,327	2,178	2,817	339	40
(c) Other wage questions ..	7,160	12,686	3,999	5,417	4,336	8,335	11,804	12,950
2. Hours of Labour—								
(a) For reduction ..	460	4,334	192	198	..	..	..	20
(b) Other disputes re hours ..	1,819	..	..	..	2,620	399	1,601	488
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	..	9	17	89	383	581	1,612
(b) Other union questions ..	1,418	4,160	2,240	501	705	2,184	2,532	4,011
4. Employment of particular classes or persons ..	11,370	7,751	12,023	12,556	11,803	15,638	11,497	22,978
5. Working conditions ..	10,785	4,276	6,659	2,804	4,503	6,062	11,298	10,985
6. Sympathetic ..	947	4,010	1,053	316	..	1,045	22	1,062
7. Other causes ..	1,758	4,181	2,331	2,486	3,850	6,875	5,487	4,447
Total ..	50,283	34,222	37,667	32,917	30,113	50,858	47,322	60,587

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

Causes of Industrial Disputes—Australia—continued.

Causes of Disputes	1913.	1920.	1921.	1922.	1923.	1924.	1925.	1926.
WORKING DAYS LOST								
1. Wages—								
(a) For increase ..	100,069	..	15,425	5,990	87	108,277	72,567	33,439
(b) Against decrease ..	9,438	1,227,808	211,258	123,571	17,431	35,159	1,021	120
(c) Other wage questions ..	78,183	113,102	43,716	17,931	18,730	40,219	73,020	32,068
2. Hours of Labour—								
(a) For reduction ..	2,771	63,583	152	2,894	..	..	..	340
(b) Other disputes re hours ..	15,111	..	..	..	8,895	1,748	48,828	9,577
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	..	99	39	89	3,263	2,615	7,509
(b) Other union questions ..	32,388	50,225	11,752	6,261	1,421	10,774	11,690	9,616
4. Employment of particular classes or persons ..	191,723	24,683	38,567	36,054	31,799	110,166	144,453	266,310
5. Working conditions ..	73,504	8,551	17,106	14,902	22,803	26,223	64,612	119,175
6. Sympathetic ..	24,066	17,648	4,070	1,096	..	11,174	44	10,209
7. Other causes ..	5,212	5,641	3,816	3,860	10,633	23,033	73,613	8,583
Total ..	623,528	1,511,241	245,991	212,318	111,956	370,386	495,124	497,248

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 1926 was 65, representing 28 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 1926 numbered 81, or 34 per cent. of the total, and over "Working Conditions" 43, or 18 per cent. Disputes classified under these three headings numbered 189, or 80 per cent. of the total dislocations during the year.

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

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

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

object of assisting another body of workers in obtaining compliance with some demand, are generally "Indefinite" except when the stoppage is entered upon partially to enforce a demand in which these workers might ultimately benefit.

(ii) *Results in each State, 1936.*—The following table shows the industrial disputes in 1936, classified according to results.

Industrial Disputes—Results, 1936.

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	31	144	4	9	11,576	36,972	730	3,007	240,030	153,882	4,107	34,494
Victoria	1	6	2	1	34	1,187	87	520	442	9,593	136	2,080
Queensland	3	6	..	3	38	756	..	452	650	7,205	..	6,798
South Australia	..	1	..	..	..	101	..	..	..	505	..	..
Western Australia	9	5	..	5	2,349	982	..	7,386	7,241	6,581	..	18,586
Tasmania	..	..	1	1	..	241	96	38	..	782	2,784	152
N. Territory	..	1	..	..	..	40	..	..	..	1,200	..	..
F. C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust. . .	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110

(iii) *Australia, 1936.*—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 1936, classified according to cause and result of dispute.

Industrial Disputes—Causes and Results, Australia, 1936.

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	11	4	1	..	1,158	828	28	..	27,593	5,818	28	..
(b) Against decrease	1	..	..	..	40	..	..	..	120	..	..	..
(c) Other Wage questions	7	35	2	4	1,481	9,791	523	1,135	3,709	21,482	2,976	3,901
Hours of Labour—												
(a) For reduction	1	..	..	..	20	..	..	..	340	..	..	..
(b) Other disputes re hours	1	2	..	1	50	88	..	350	900	627	..	8,050
Trade Unionism—												
(a) Against employment of non-unionists	1	2	..	1	1,450	51	..	111	4,350	51	..	3,108
(b) Other union questions	2	13	..	1	262	3,477	..	272	262	6,906	..	2,448
Employment of particular Classes or Persons	11	63	1	7	7,949	12,903	96	2,030	199,161	50,159	2,784	14,206
Working conditions	9	28	3	3	1,587	8,668	261	530	11,928	78,446	1,239	27,862
Sympathetic	..	5	..	..	..	1,062	..	..	10,209	..	..	..
Other Causes	..	14	..	2	..	3,471	..	975	6,950	..	..	2,535
Total	44	165	7	19	13,997	40,279	908	5,403	248,363	179,748	7,027	62,110

(iv) *Australia, 1932 to 1936.*—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 1932–1936, 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.
1932 ..	29	77	21	..	5,437	17,518	9,962	..	23,572	48,893	139,853	..
1933 ..	17	58	13	1	4,778	20,697	4,361	213	12,301	84,697	14,468	426
1934 ..	29	102	14	9	7,025	31,220	9,620	2,729	40,018	179,126	126,081	19,059
1935 ..	44	105	17	15	9,312	30,338	4,359	3,179	67,933	346,066	62,007	10,194
1936 ..	44	165	7	19	13,997	49,279	968	5,403	248,363	179,748	7,027	62,110

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in the earlier years, but later the position was reversed. The percentage in favour of employers in 1936 was 70. 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 1930 to 1936*—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes—Australia.

Methods of Settlement.	1913.	1930.	1931.	1932.	1933.	1934.	1935.	1936
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives	119	131	88	87	64	84	130	174
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	17	3	3	4	1	2	3	16
Under State Industrial Act—								
By intervention, assistance or compulsory conference	19	6	11	5	3	10	7	3
By reference to Board or Court	22	2	1	2	3	8	6	6
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	4	..	4	3	2	5	5	2
By Filling Places of Work-people on Strike or Locked out	13	9	2	7	2	2	8	4
By closing down Establishment permanently	1	1	2	1	3	2	4	..
By other methods	13	23	21	18	11	40	18	30
Total	208	178	132	127	89	153	181	235

WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives	23,357	40,804	22,292	22,595	19,703	25,469	30,360	44,251
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act	3,172	196	1,885	1,800	1,100	891	285	5,061
Under State Industrial Act—								
By intervention, assistance or compulsory conference	6,505	3,476	3,871	1,640	1,290	4,559	3,867	291
By reference to Board or Court	12,774	184	42	416	1,390	1,666	1,445	1,746
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	659	..	1,083	1,839	1,096	4,335	2,017	339
By Filling Places of Work-people on Strike or Locked out	658	2,940	222	460	986	138	3,670	141
By Closing down Establishment permanently	170	40	52	11	1,271	441	108	..
By other methods	2,988	5,560	8,058	4,756	3,213	13,092	5,136	8,758
Total	50,283	53,200	37,505	32,917	30,049	50,594	47,188	60,587

Methods of Settlement of Industrial Disputes—Australia—continued.

Methods of Settlement.	1923.	1930.	1931.	1932.	1933.	1934.	1935.	1936.
WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	1,289,487	109,601	87,650	54,774	182,260	192,903	234,373
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,315	2,893	2,625	79,872	6,600	20,019	3,211	202,949
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	56,648	25,257	7,423	3,510	58,801	117,762	3,047
By reference to Board or Court ..	221,769	1,272	252	3,408	6,330	10,474	16,061	24,503
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	..	30,317	28,596	15,437	46,814	24,601	7,152
By Filling Places of Workpeople on Strike or Locked out ..	14,139	31,612	27,042	6,874	10,543	138	74,873	2,581
By Closing down Establishment permanently ..	20,400	80	5,355	44	8,627	4,486	7,546	..
By other methods ..	56,509	24,726	37,970	8,451	6,071	41,322	48,943	22,643
Total ..	623,538	1,409,718	238,419	212,318	111,892	364,314	486,800	497,248

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 53 in 1923, and 74 in 1936. In connexion with the comparatively large number of disputes classified as settled "By other methods," stoppages of work frequently occur, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

§ 2. Fluctuations in Employment.

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

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

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 400,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, shearers, etc.). Very few unions pay unemployment benefit, but the majority of the

larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. The value of the percentages of unemployment derived from Trade Union returns is in the indication they give of the relative intensity of unemployment from time to time. It is believed that they can be taken as a rough index of the percentage of workers unemployed at any time.

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

2. **Unemployment.**—(i) *States, 1936.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs:—

Unemployment—1936.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage
New South Wales	112	101,598	29,537	15.4
Victoria	81	118,143	12,653	10.7
Queensland	45	60,639	4,751	7.9
South Australia	58	33,926	3,658	14.8
Western Australia	63	28,335	2,296	8.1
Tasmania	33	8,670	1,097	12.7
Australia	392	441,311	53,992	12.2

(ii) *Australia, 1891 to 1937 (June Quarter).*—The following table gives particulars for Australia for the years 1891 to 1937 (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
1934 March, quarter ..	394	422,056	92,297	21.9
June " ..	394	422,113	88,413	20.9
Sept. " ..	394	425,104	86,652	20.4
Dec. " ..	396	426,866	80,097	18.8
1935 March " ..	396	433,116	80,548	18.6
June " ..	397	433,254	71,777	17.8
Sept. " ..	395	438,216	69,575	15.9
Dec. " ..	395	439,165	59,992	13.7
1936 March " ..	395	445,294	59,621	13.4
June " ..	394	446,564	57,001	12.8
Sept. " ..	390	436,139	52,482	12.0
Dec. " ..	390	437,246	46,863	10.7
1937 March " ..	388	443,446	44,004	9.9
June " ..	387	447,714	43,584	9.7

3. Unemployment by Industries.—(i) *Australia, 1936.*—The next table shows the percentages unemployed in industrial groups. Industries in which employment is stable—such as railways, or occupations in which employment is subject to exceptional fluctuations—such as wharf labour, agricultural, pastoral, etc., are insufficiently represented in the returns, owing to the impossibility of securing the necessary information from the

trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

Unemployment in Industrial Groups—Australia, 1936.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing—				
I. Wood, Furniture, etc. ..	16	18,109	1,953	10.6
II. Engineering, Metal Works, etc. ..	62	76,085	7,391	9.7
III. Food, Drink, Tobacco, etc. ..	53	37,919	6,884	18.2
IV. Clothing, Hats, Boots, etc. ..	20	39,922	5,077	12.7
V. Books, Printing, etc. ..	13	19,131	1,212	6.4
VI. Other Manufacturing ..	65	44,957	5,124	11.4
VII. Building ..	47	52,179	6,407	12.2
VIII. Mining, Quarrying, etc. ..	20	25,689	5,649	21.9
X. Land Transport other than Railway and Tramway Services	12	17,575	2,388	13.6
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	84	109,445	11,907	10.9
All Groups	392	447,311	53,992	12.2

(ii) *Australia, 1912, and Quarterly, 1935 to 1937.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed in the September quarter of 1935 up to the June quarter of 1937. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment—Australia, Percentages by Industries.

Industrial Group.	1912. End of Year.	1935.		1936.				1937.	
		Sept. Qtr.	Dec. Qtr.	March Qtr.	June Qtr.	Sept Qtr.	Dec Qtr.	March Qtr.	June Qtr.
Manufacturing—									
I. Wood, Furniture, etc. ..	3.7	22.3	15.8	13.5	12.7	9.1	7.1	6.8	5.8
II. Engineering, Metal Works ..	7.4	15.3	13.5	11.6	10.6	9.1	7.6	6.6	6.3
III. Food, Drink, Tobacco, etc. ..	7.3	20.3	16.9	15.1	19.2	21.2	17.2	14.8	18.1
IV. Clothing, Hats, Boots, etc. ..	6.3	13.5	8.9	11.7	11.5	14.4	13.3	11.6	11.1
V. Books, Printing, etc. ..	2.8	7.7	5.5	5.5	7.2	7.3	5.4	5.2	4.9
VI. Other Manufacturing ..	6.9	13.2	11.8	12.2	11.4	12.9	10.1	9.0	8.5
VII. Building ..	5.5	17.5	14.5	14.0	11.8	11.5	11.5	13.0	11.3
VIII. Mining, Quarrying, etc. ..	5.6	28.9	26.7	28.5	22.1	18.4	18.5	17.2	16.0
X. Other Land Transport ..	1.1	14.7	13.0	13.7	13.5	13.6	13.6	11.5	11.5
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	5.4	13.3	12.6	12.5	12.2	9.9	8.8	8.2	8.0
AUSTRALIA	5.6	15.9	13.7	13.4	12.8	12.0	10.7	9.9	9.7

4. **Unemployment, Quarterly.—States.**—The results of the quarterly investigations as to unemployment in the years 1913 to 1932 were published in Labour Reports Nos. 1 to 24, and in the Quarterly Summary of Statistics.

The following table shows for each State the percentage of members of trade unions returned as unemployed quarterly during the years 1933 to 1937 (June Quarter):—

Unemployment—Percentages—Yearly and Quarterly.

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia
	%	%	%	%	%	%	%
1925 Year	11.0	8.6	6.6	4.3	6.1	7.8	8.8
1926 " " " " " "	7.4	6.4	8.4	5.2	7.1	13.9	7.1
1927 " " " " " "	7.0	7.4	5.9	7.2	5.4	11.1	7.0
1928 " " " " " "	11.3	10.9	7.0	15.0	8.2	10.6	10.8
1929 " " " " " "	11.5	11.1	7.1	15.7	9.9	13.4	11.1
1930 " " " " " "	21.7	18.3	10.7	23.3	19.2	19.1	19.3
1931 " " " " " "	30.8	25.8	16.2	32.5	27.3	27.4	27.4
1932 " " " " " "	32.5	26.5	18.8	31.0	29.5	26.4	29.0
1933 " " " " " "	28.9	22.3	15.3	29.9	24.8	19.1	25.1
1934 " " " " " "	24.7	17.4	11.7	25.6	17.8	17.9	20.5
1935 " " " " " "	20.6	14.0	8.7	17.6	13.4	15.9	16.5
1936 " " " " " "	15.4	10.7	7.8	10.8	8.1	12.7	12.2
1933 March Qtr	30.2	23.9	16.7	30.5	27.1	19.8	26.5
June " " " " " "	29.6	23.0	15.6	30.0	26.0	19.0	25.7
Sept. " " " " " "	29.8	22.5	15.1	30.3	25.6	19.2	25.1
Dec. " " " " " "	27.0	19.9	13.8	28.9	20.5	18.2	23.0
1934 March Qtr	25.8	18.6	13.7	28.5	19.5	17.7	21.9
June " " " " " "	25.0	18.0	12.7	25.4	18.3	17.9	20.9
Sept. " " " " " "	24.5	17.5	11.4	25.4	17.2	18.9	20.4
Dec. " " " " " "	23.5	15.3	9.1	23.0	16.3	17.0	18.8
1935 March Qtr.	23.6	15.0	9.8	20.7	15.4	16.7	18.6
June " " " " " "	22.7	15.0	8.8	18.9	13.9	16.4	17.8
Sept. " " " " " "	20.1	11.8	8.5	16.3	12.5	16.7	15.0
Dec. " " " " " "	27.0	11.3	7.7	14.7	11.8	13.7	23.7
1936 March Qtr	17.2	10.8	8.5	12.2	10.3	11.1	13.4
June " " " " " "	16.2	10.6	8.5	11.0	9.2	11.7	12.8
Sept. " " " " " "	11.8	11.7	7.2	10.0	7.4	14.0	12.0
Dec. " " " " " "	13.3	9.7	7.2	9.9	5.6	12.9	10.7
1937 March Qtr	11.8	9.5	7.7	9.5	5.4	7.9	6.9
June " " " " " "	11.4	9.6	7.6	8.3	5.6	10.4	9.7

5. Causes of Unemployment.—In earlier issues of the Labour Report tables were published showing the percentage of members of unions unemployed through—(a) lack of work; (b) sickness and accident; and (c) other causes. The returns from trade unions for past years show that while the percentage unemployed through lack of work has varied considerably according to the state of trade during the period, the percentages of members unemployed through sickness and accident, and through other causes, have remained uniform at 0.7 per cent. and 0.2 per cent., respectively.

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

§ 3. Direct Measures of Employment.

1. General.—In order to supplement the trade union unemployment percentages, the Commonwealth and the State Statisticians, have for the last four 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 published quarterly in mimeographed statements, and now, after their reliability has been proved over several years, they are included here for the first time.

2. Index of Employment in Factories.—This index is available monthly from July, 1933. "Factories" include all industrial establishments in which four or more hands are employed, or in which power other than hand is used. The Index relates to employees on the pay roll on the pay day nearest to the 15th of the month, and includes managers, overseers, clerks and all workers except working proprietors and those engaged solely in the delivery and sale of goods. The index shows that about 23 per cent. of the employee population was employed in factories in June, 1937.

Up to June, 1936, the index as based on the results of annual factory censuses, and actual mid-monthly factory employment of all persons is published in the Production Bulletin issued by this Bureau. For the year 1936-37 the index is based on returns from selected representative factories, and is issued subject to subsequent revision. Index numbers for later months, estimated in the same way, may be obtained from quarterly press notices on employment, issued by the Bureau. The number of these "sample" factories and their employees as a percentage of all factory employees in the year 1935-36 are shown at the foot of the table.

For the last three columns of the table the Australian index of employment has been divided by an index of employee population in order to compare the change in employment in factories with the change in the number of persons seeking employment generally. The indexes of employee population are based on the numbers of males and females between the ages of 16 and 64 inclusive. These are found by applying vital and migration statistics to the numbers of males and females at varying ages at the Census date. The total index is obtained by taking a mean of the individual indexes weighted by the numbers of males and females in the employee group (wage and salary earners, unemployed, apprentices, and helpers) at the Census of June, 1933. This gives males about three times the weight of females. Between 1928-29 and 1935-36 employee population as estimated in this way increased: males, 8.8 per cent.; females, 10.9 per cent.; total, 9.3 per cent. The increase of population of all ages over the same period was: males, 5.4 per cent.; females, 7.2 per cent.; total, 6.3 per cent. The difference is due to the fact that the average age of the Australian population is increasing.

The index of total factory employment, divided by the index of employee population, fluctuated between 100 and 105 from 1925-26 to 1928-29 (the base year); fell to 71 in 1931-32; and rose to 100 and 104 in 1935-36 and 1936-37 respectively. Thus there has been a full return to the pre-depression level of factory employment, but there is as yet no evidence of the growth of factory employment at the expense of other occupations.

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 1935-36 it increased by

7 per cent. more than male employment, after allowing for the growth of employee population. The returns from the "sample" factories indicate that this difference must have been very considerably reduced during 1936-37. Total employment in both Queensland and Western Australia, had by 1935-36 fallen behind the average Australian level by about 9 per cent. of its amount in 1928-29, while in Victoria it had gone ahead by about 8 per cent.

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

The 21 per cent. increase in retail employment between July, 1933, and June, 1937, after correcting for the growth of employee population, may be compared with the increase of 38 per cent. in the corresponding index of factory employment over the same period. However, unemployment in the census class "Manufacturing" was 22.1 per cent. compared with 15.9 per cent., quoted above, for "Commerce". In either case the increase in employment has been roughly sufficient to absorb those returned as unemployed and working part-time at the census, as well as the proportion of the normal growth of employee population ordinarily seeking employment in these classes.

4. General Employment Indexes of New South Wales and Queensland.—The New South Wales Index is published by the Government Statistician of New South Wales, and fuller details may be found in *New South Wales Year Book*. It refers to all wage and salary earners, and is based on the census record of employment at June, 1933, and receipts of wages tax, and records of government employment since that date.

The Queensland Index is published by the Queensland Bureau of Industry and fuller details may be found in the *Queensland Year Book*. It refers to adult male wage and salary earners and is based on the receipts of the unemployment insurance fund. Normal seasonal variation does not appear in the index.

Both indexes give an almost complete record of employment, and are the most accurate indexes available in Australia. In both indexes, however, relief workers present a difficult problem. It is impossible to separate entirely "normal" loan works and relief works. Thus for the purposes of these indexes "relief workers" mean "part-time relief workers" in the case of New South Wales, and "intermittent relief workers" in the case of Queensland.

MONTHLY INDEX OF EMPLOYMENT IN FACTORIES.

(Base : Average for Year 1928-29=100)

DIRECT MEASURES OF EMPLOYMENT.

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	..	..	..
1925-26	94	91	93	97	91	95	109	95	106	107	106	106	104	86	100	101	84	97	99	92	97	106	98	103	
1926-27	100	98	99	102	99	101	101	89	99	113	109	112	95	91	94	105	88	101	101	98	100	106	102	105	
1927-28	99	97	98	100	98	99	101	92	99	106	106	106	98	97	98	107	104	106	100	98	100	102	100	102	
1928-29	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
1929-30	90	91	90	96	98	96	95	94	94	87	89	87	94	98	94	105	99	104	92	95	93	91	93	92	
1930-31	68	75	70	78	83	80	83	85	84	63	71	64	68	76	69	85	83	84	73	79	75	71	76	74	
1931-32	66	79	69	77	90	81	78	84	80	61	76	64	61	75	63	84	87	85	70	84	74	68	80	80	
1932-33	73	86	76	87	101	92	80	92	82	68	84	71	68	81	70	86	90	87	78	93	82	74	87	77	
1933-34	82	94	85	96	107	100	86	99	88	77	89	80	75	85	77	93	89	92	86	99	90	81	92	84	
1934-35	93	107	97	105	113	108	92	105	94	89	97	91	83	92	85	101	97	100	96	108	100	89	99	91	
1935-36	104	116	107	117	119	117	97	110	99	104	110	105	98	107	100	112	103	110	107	116	109	98	106	100	
1936-37 (b)	(c)	(c)	(c)	115	122	118	121	104	113	106	114	111	111	105	108	106	118	101	114	115	118	104	105	105	105
1933 July	76	84	78	89	97	92	81	90	85	72	81	74	69	81	71	95	86	93	80	90	85	76	84	78	
1933 August	77	88	80	90	100	93	85	95	87	72	85	75	71	83	73	92	84	91	81	93	85	77	87	79	
1933 September	77	91	81	92	104	96	87	99	89	72	86	75	74	84	74	92	85	90	83	97	86	78	90	81	
1933 October	80	95	84	94	107	98	89	102	91	74	89	76	73	87	76	93	82	90	85	100	89	80	93	83	
1933 November	82	98	86	97	109	101	86	101	91	76	92	78	75	90	78	94	85	92	87	102	91	82	95	85	
1933 December	83	98	86	97	108	101	89	101	91	76	90	79	77	91	80	98	87	96	87	102	91	82	94	85	
1934 January	81	89	83	94	102	97	79	94	82	77	85	78	76	86	78	99	89	97	84	95	87	79	88	82	
1934 February	82	95	85	97	110	101	82	97	85	79	91	81	77	85	79	98	97	97	87	101	91	83	93	85	
1934 March	85	99	88	100	113	105	83	101	87	81	96	84	79	86	80	90	97	91	89	105	93	83	97	87	
1934 April	85	98	88	99	110	103	81	99	87	82	95	84	79	83	81	88	94	90	89	103	93	83	95	86	
1934 May	87	90	80	100	110	103	88	102	90	84	91	86	78	88	80	94	94	94	90	104	94	84	95	87	
1934 June	87	93	90	100	107	102	90	101	92	83	89	84	77	83	78	86	93	88	90	101	93	84	93	87	
1934 July	88	96	90	100	106	102	89	99	91	83	90	84	77	84	78	89	89	91	100	93	85	92	87	82	
1934 August	89	102	92	101	109	104	94	101	95	84	92	86	78	87	80	93	84	91	92	104	95	86	95	89	
1934 September	88	105	93	102	112	105	94	105	96	86	95	87	79	91	82	91	85	92	93	107	96	86	98	90	
1934 October	91	108	96	106	116	108	97	108	99	87	98	89	82	93	85	96	85	93	96	110	100	89	101	92	
1934 November	93	110	97	107	117	110	95	108	97	87	100	89	81	96	86	91	95	97	112	101	90	102	93	92	
1934 December	94	109	98	107	114	109	89	106	92	89	99	91	85	90	87	100	92	98	110	100	90	100	92	93	

1935	January	93	101	95	104	107	105	84	102	87	88	96	89	85	92	87	104	100	103	95	103	97	88	94	90
	February	95	107	98	107	115	109	86	105	89	88	100	90	86	92	86	105	113	107	97	110	100	90	100	92
	March	96	111	100	108	117	111	89	100	92	92	102	94	86	92	87	108	107	106	98	113	102	91	102	94
	April	97	111	101	108	115	111	91	105	94	95	102	96	86	95	88	109	103	107	99	112	103	92	101	95
	May	98	110	101	108	114	110	94	107	96	99	100	99	86	95	88	112	105	110	100	110	103	93	100	95
	June	98	100	101	108	111	109	95	107	97	98	97	98	86	93	88	110	102	108	100	108	103	94	98	94
	July	99	108	101	109	111	110	97	104	98	99	102	100	93	100	94	104	98	103	102	108	104	94	98	95
	August	100	111	103	110	115	112	99	110	101	97	105	99	93	101	95	105	94	102	103	112	105	95	101	97
	September	101	114	104	113	118	115	98	113	101	101	109	102	95	104	97	106	93	103	104	115	107	96	104	98
	October	103	117	106	116	120	117	101	114	104	103	109	104	98	105	99	109	96	106	106	117	109	98	106	100
	November	105	119	108	118	121	119	102	115	104	103	108	103	100	108	101	113	98	109	108	113	111	100	107	102
	December	105	119	109	118	120	119	98	112	101	104	110	105	101	108	102	116	104	113	108	118	111	100	105	102
1936	January	104	111	105	116	115	115	89	104	92	103	106	104	100	105	101	117	104	114	106	112	107	97	101	98
	February	104	118	110	119	122	120	92	108	95	107	116	100	102	105	102	119	122	120	108	119	111	99	107	101
	March	105	122	110	122	125	123	95	112	98	110	117	111	103	107	104	119	116	118	110	122	113	101	110	103
	April	106	120	109	130	120	120	95	109	97	110	114	111	103	108	104	115	105	113	110	118	112	100	105	102
	May	108	120	112	120	120	120	98	110	100	109	112	109	103	108	104	114	105	112	110	119	113	101	106	103
	June	108	119	110	118	117	118	100	105	101	105	107	105	102	107	103	113	103	111	110	116	111	100	104	101
	July (b)	(c)	(c)	110	117	113	116	106	104	106	105	104	105	106	103	105	110	99	108	111	111	111	101	99	101
	August (b)	(c)	(c)	110	116	115	116	108	112	109	104	106	105	105	103	104	109	89	104	110	113	111	101	101	101
	September (b)	(c)	(c)	111	118	110	118	111	116	112	105	109	106	101	109	102	112	96	108	111	117	113	101	104	102
	October (b)	(c)	(c)	114	121	118	120	109	113	110	105	103	105	102	109	104	115	98	111	113	117	114	103	104	104
	November (b)	(c)	(c)	115	122	117	121	106	117	108	109	109	109	105	111	106	120	99	115	114	117	115	104	105	105
	December (b)	(c)	(c)	114	122	116	120	102	116	105	111	109	111	105	112	106	120	101	116	114	117	115	103	104	104
1937	January (b)	(c)	(c)	113	118	112	116	94	110	97	109	101	107	105	108	106	121	97	116	111	112	112	102	100	101
	February (b)	(c)	(c)	119	124	120	123	96	112	99	112	118	113	108	107	108	126	110	132	116	122	118	105	108	106
	March (b)	(c)	(c)	119	124	123	124	99	116	102	115	117	115	109	107	108	126	117	134	116	124	118	106	110	107
	April (b)	(c)	(c)	117	126	129	127	102	110	102	117	120	118	109	110	109	121	103	117	116	126	119	105	112	107
	May (b)	(c)	(c)	119	129	119	126	106	116	108	110	120	119	105	111	105	119	99	115	110	120	120	108	106	108
	June (b)	(c)	(c)	120	129	119	126	109	114	110	119	119	119	107	109	107	119	99	115	120	120	109	106	106	106
	(c)																								
	Number of Factories in Sample	1,901			100				150			114			92			49			2,406			2,406	
	Percentage of employees (f) in sample in 1935-36	86(g)			21				17			51			33			60			53			53	

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

(b) For 1936-37 indexes are based on sample returns, and will be revised. The indexes of total employment are based on total employment in sample factories. The male and female indexes are based on separate returns for males and females in five States (excluding New South Wales) adjusted so that the total of males and females agrees with the estimate of total employment.

(c) Not available.

(d) Industrial dispute involving about 3,000 men.

(e) Indexes for later months may be obtained from quarterly press notices on employment issued by this Bureau.

(f) The samples vary in quality, so these percentages are intended to give only a very rough idea of the relative accuracy of the estimates. Tasmania and South Australia have proved less, and Victoria more, accurate than the relative size of the samples would suggest

(g) Percentage in enlarged sample collected for last four months of year only

MONTHLY INDEX OF EMPLOYMENT IN RETAIL STORES.

(Base : July, 1933 = 100)

Month..	N.S.W.	Victoria	Q'land	S. Aust.	W. Aust.	Tas.	Aust.	Australian Index divided by Index of Employee Population.
1933 July ..	100	100	100	100	100	100	100	100
August ..	97	99	99	102	93	101	98	98
September ..	99	101	97	102	93	98	99	99
October ..	99	103	97	99	93	109	100	100
November ..	102	111	100	100	96	103	104	104
December ..	113	121	110	108	100	115	114	114
1934 January ..	102	109	100	103	103	109	105	104
February ..	104	108	99	102	99	105	104	103
March ..	104	109	100	102	98	107	104	104
April ..	103	108	100	103	100	105	104	103
May ..	105	108	102	105	101	105	105	104
June ..	105	109	103	104	100	105	106	104
Average 1933-34	103	107	101	102	99	106	104	103
1934 July ..	108	109	104	106	104	107	107	106
August ..	105	109	103	102	102	105	105	104
September ..	107	110	103	103	100	106	107	105
October ..	108	115	104	108	104	104	109	108
November ..	110	122	105	107	104	107	112	111
December ..	123	131	116	118	119	119	121	122
1935 January ..	109	117	106	108	109	110	111	109
February ..	112	117	106	107	103	108	112	110
March ..	109	118	105	107	105	107	111	109
April ..	111	117	105	108	103	107	111	109
May ..	112	121	106	109	106	107	113	111
June ..	112	123	105	111	107	106	114	112
Average 1934-35	111	118	106	108	105	108	112	110
1935 July ..	116	120	107	107	111	109	115	112
August ..	113	120	108	109	105	108	113	111
September ..	113	123	104	113	106	107	114	112
October ..	115	128	107	112	106	107	117	114
November ..	119	131	106	115	109	110	120	117
December ..	133	145	106	128	123	120	133	130
1936 January ..	116	132	109	116	114	115	120	116
February ..	119	133	107	114	110	111	120	117
March ..	117	132	109	113	110	111	119	116
April ..	118	129	108	114	109	113	119	115
May ..	119	132	110	114	111	112	121	117
June ..	120	132	110	113	109	113	121	117
Average 1935-36	118	130	109	114	110	112	119	116
1936 July ..	122	130	109	116	113	107	121	117
August ..	120	128	109	115	111	113	120	116
September ..	120	128	109	118	113	115	120	116
October ..	121	133	110	112	116	116	122	118
November ..	123	139	111	115	116	119	125	121
December ..	137	155	121	125	127	132	138	133
1937 January ..	123	138	112	112	116	120	125	120
February ..	125	137	111	111	114	122	125	120
March ..	123	135	111	111	114	118	123	118
April ..	124	136	109	113	114	120	124	119
May ..	126	138	111	114	113	121	126	120
June (a) ..	126	141	110	114	113	121	126	121
Average 1936-37	121	137	111	115	115	119	125	120
Number of establishments now furnishing returns	599	102	120	35	69	14	939	..

(a) Indexes for later months may be obtained from quarterly press notices on employment, issued by the Bureau.

NEW SOUTH WALES

EMPLOYMENT AND UNEMPLOYMENT OF ALL AVAILABLE WAGE AND SALARY EARNERS.

Period	Percentage of all who are dependent on and available for employment			
	(a) Including as employed the full-time equivalent of part-time relief workers		(b) 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	78.1	21.9	76.1	23.9
1934-35	84.4	15.6	81.8	18.2
1935-36	89.5	10.5	87.1	12.9
1936-37	92.9	7.1	91.4	8.6
1936 June	90.4	9.6	88.2	11.8
1937 January	92.1	7.9	90.8	9.2
February	93.3	6.7	91.8	8.2
March	93.2	6.8	91.9	8.1
April	93.7	6.3	92.4	7.6
May	94.3	5.7	93.0	7.0
June	94.7	5.3	93.5	6.5
July	95.0	5.0	93.8	6.2

The indexes have been adjusted to allow for an estimated increase of 1.2 per cent. per annum in the number of persons dependent on employment. At the Census of 30th June, 1933, 15,142 persons dependent on employment returned themselves as unemployed by reason of illness, accident, &c., or "voluntarily". This number, representing 1.8 per cent. of all persons dependent on employment, is excluded from the above indexes, which relate to percentages of available wage-earners employed and unemployed. The approximate number of persons in private employment was 478,000 in June, 1933; 519,000 in June, 1934; 567,000 in June, 1935; 614,000 in June, 1936; and 653,000 in June, 1937.

QUEENSLAND

EMPLOYMENT AND UNEMPLOYMENT AMONG MEN WAGE AND SALARY EARNERS.

Period.	(a) Including as employed the full-time equivalent of "intermittent relief workers."		(b) Including "intermittent relief workers" as unemployed.	
	Employed.	Unemployed.	Employed.	Unemployed
	%	%	%	%
1929	89.9	10.1	89.9	10.1
1930	86.4	13.6	85.6	14.4
1931	77.2	22.8	74.3	25.7
1932	77.8	22.2	72.9	27.1
1933	79.8	20.2	73.9	26.1
1934	84.9	15.1	80.1	19.9
1935	89.0	11.0	84.4	15.6
1936	92.3	7.7	87.4	12.6
Three months ended—				
1936 March	91.0	9.0	85.5	14.5
June	91.8	8.2	86.4	13.6
September	94.7	5.3	89.9	10.1
December	91.9	8.1	88.1	11.9
1937 January	92.7	7.3	88.8	11.2
February	91.8	8.2	87.8	12.2
March	91.4	8.6	87.8	12.2
April	93.6	6.4	90.0	10.0
May	94.0	6.0	90.3	9.7
June	94.3	5.7	90.5	9.5
July	94.5	5.5	90.7	9.3

The above table is in terms of full-time employment and unemployment. Normal seasonal variation is excluded. Allowance has been made for an estimated annual increase of 1·5 per cent. in the number of men dependent on employment. The approximate number of men in employment in 1936, excluding relief workers, was 160,310.

§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 number of unemployed increased rapidly, and the Governments realized that special action was needed to provide additional funds to relieve the distress.

The steps taken by the Governments to provide money for the relief of unemployment, and the legislation enacted in the years 1930 to 1935 for that purpose are briefly reviewed in preceding issues of the Annual Labour Report.

Unfortunately, the early provision proved inadequate to meet the situation, as the number of unemployed increased in 1931 and 1932. The Acts in operation were amended, and higher rates of special taxation were imposed. In the following statement the Acts which came into force in 1935 are briefly reviewed.

(ii) *Commonwealth.*—(a) *General.*—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 9 (i) of this section. The only persons for whom the Commonwealth was directly responsible were the unemployed in the Northern, Federal Capital, and Mandated Territories, references to which appear hereinafter.

(b) *Commonwealth Advisory Committee on Employment.*—An Advisory Committee, consisting of five members, was appointed by the Commonwealth Government in September, 1932. One of the functions of the Committee was the preparation of the agenda for Premiers' Conferences and the following up of decisions and undertakings. The operations of the committee were not to interfere with or hamper State activities, but to render all possible assistance to the States. At the first meeting of the Committee, held on the 28th September, 1932, the Minister in charge of Development stated that the Premiers' Conference had decided that a special loan programme of £7,000,000 should be carried out as part of a three-year plan to provide £15,000,000 for reproductive works.

With a view to taking a larger interest in solving the problem of getting the workers back into employment, the Government on 9th November, 1934, appointed the Honorable (afterwards Sir) F. H. Stewart, M.P., as Parliamentary Under-Secretary for Employment, and the Advisory Committee referred to above has consequently ceased to function. Sir Frederick Stewart resigned from this position in February, 1936.

(iii) *New South Wales.*—Legislation passed in 1936 was as follows:—Housing of Unemployed (Amendment) Act, No. 22 of 1936; Special Income and Wages Tax (Management) Act, No. 43 of 1936; Special Income and Wages Tax Act, No. 44 of 1936; Prevention and Relief of Unemployment (Amendment) Act, No. 45 of 1936.

The Unemployment Relief Tax was discontinued on 30th November, 1933, and replaced by a Wages Tax on income from employment and a Special Income Tax on income from other sources. The proceeds of this tax are paid into the Consolidated Revenue Fund, and utilized for the payment of Food Relief, Relief Works, Charitable Relief, Widows Pensions, Family Endowment, &c.

The Wages Tax since 1st January, 1936, has been as follows:—

Where income from wages is less than £5 a week—

Weekly Wages.	Tax
£2 to £2 10s.	6d.
Over £2 10s. to £3	9d.
Over £3 to £3 10s.	1s. 3d.
Over £3 10s. and less than £3 12s. 6d.	1s. 6d.
Rising by 1d. for each additional 2s. 6d. to £3 17s. 6d. and less than £4	1s. 9d.
Rising by 2d. and 1d. alternatively for each additional 2s. to £4 18s. and less than £5	3s.

Where income from wages is not less than £5 a week—

On so much of the wages as does not exceed £2 ..	6d. in £1
On so much of the wages as exceeds £2 and does not exceed £4	8d. in £1
On so much of the wages as exceeds £4	1d. in each 2s.

The rate of Special Income Tax where no income is derived from wages is as follows (on income derived in 1935-36):—

Net Assessable Income.	Rate of Tax per £.		
	1st £100	2nd £100	Balance.
Not exceeding £156	3	8	d.
Over £156 but not over £200	4	8	..
" £200 " " " £250	5	8	10
" £250	6	8	10

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

(iv) *Victoria*.—Legislation passed in 1936 was as follows:—Unemployment Relief Loan and Application Act 1936, No. 4394; Unemployment Relief Fund Act 1936, No. 4410; Unemployment Relief Tax Amendment Act 1936, No. 4411; Unemployment Relief Tax (Rates) Act 1936, No. 4442; and Unemployment Relief (Administration) Act 1936, No. 4455.

The rates of tax are on a sliding scale according to salary, commencing at a rate of 2.47d. in the £ for incomes of £105 to £207; 3.09d. from £208 to £311; 3.16d. from £312 to £349; and so on up to a maximum rate of 10.87d. for incomes in excess of £3,000.

(v) *Queensland*.—Legislation passed in 1936-37, made amendments chiefly in the alteration of the grades of income to which differential rates of tax are applicable.

The existing rates of taxation are—not exceeding £84 per annum—Nil; 2d. in the £ over £84 up to £110; 5d. over £110 to £219; 8d. over £219 to £499; and 11d. over £499.

(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 1936. 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 December, 1932). 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 £197 per annum.

(viii) *Tasmania*.—Legislation passed in 1936 comprised the Public Works Execution Act, Nos. 31, 58 and 60 of 1936. Casual Workers and Unemployed Persons Homes Act, No. 57 of 1936.

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 Unemployment Relief Council allocates moneys for approved schemes for the absorption of persons out of work. The labour for relief works is engaged usually through the Labour Exchanges organized in the Department of Labour and Industry. The distribution of food relief and other charitable assistance is undertaken by the Department of Social Services under the supervision of the Director of Government Relief. 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 per fortnight for the various family units:—

Family Unit.	Scale.	Food Relief (Per fortnight).	
		Limit of Income.	Value (Metropolitan).
		£ s. d.	£ s. d.
Single Adult	A	1 5 0	0 15 0
Married Couple	B	2 0 0	1 8 0
“ “ 1 child	B1	2 10 0	1 18 0
“ “ 2 children	B2	3 0 0	1 19 6
“ “ 3 children	B3	3 5 0	2 5 6
“ “ 4 children	B4	3 10 0	2 11 6
“ “ 5 children	B5	3 15 0	2 17 6
“ “ 6 children	B6	4 5 0	3 3 6
“ “ 7 children	B7	4 15 0	3 9 6
Each Additional Child .. .. .	..	0 10 0	0 6 0

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

The following is the scale of relief work provided, and the resultant average fortnightly earnings applicable to the various family units shown :—

Scale.	Family Units.	Work periods.	Average fortnightly earnings.
A.	Single man or widower without dependants	Weeks. 1 in 5	£ s. d. 1 10 1
B.	Married man Single man or widower with one dependant 14-20 years	} 2 in 7	2 2 11
C.	Married man with— 1 or 2 dependants under 14 years 1 dependant, 14-20 years Single man or widower with 2 dependants 14-20 years ..			} 2 in 5	3 0 1
D.	Married man with 3 dependants under 14 years	3 in 7	3 4 5
E.	Married man with— 4 or 5 dependants under 14 years 2 dependants, 14-20 years 1 dependant under 14 and 1 or 2 dependants 14-20 years 2 or 3 dependants under 14 and 1 dependant 14-20 years Single man or widower with 3 dependants 14-20 years ..	} 2 in 4	3 15 2
F.	Married man with— 6 or 7 dependants under 14 years 3 or 4 dependants 14-20 years 1 dependant under 14 and 3 dependants 14-20 years 2 dependants under 14 and 2 or 3 dependants 14-20 years 3 dependants under 14 and 2 dependants 14-20 years 4 dependants under 14 and 1 or 2 dependants 14-20 years 5 or 6 dependants under 14 and 1 dependant 14-20 years Single man or widower with 4 dependants 14-20 years ..			} 3 in 5	4 10 2
G.	Married man with— 8 to 12 dependants under 14 years 1 or 2 dependants under 14 and 4 dependants 14-20 years 3 or 4 dependants under 14 and 3 or 4 dependants 14-20 years 5 or 6 dependants under 14 and 2 to 4 dependants 14-20 years 7 to 12 dependants under 14 and 1 to 4 dependants 14-20 years	} 4 in 5	6 0 3

(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 maximum income and allowance as from 24th August, 1936, under the system are as follows :—

Family Unit.	Maximum Weekly Permissible Income.	Maximum Weekly Sustenance.		
		Unemployables for whom sustenance specially approved.	Employable Applicant for whom work for sustenance is not provided	Employable male working for sustenance.
	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>	<i>s. d.</i>
Itinerant unemployed male ..	10 0	..	10 0	16 0
Approved prospector ..	12 0	..	10 0	16 0
Individual residing with strangers or relatives (other than parents) ..	12 0	6 0	10 0	16 0
Single unemployed, employable male, 21 years or over, member of family in receipt of sustenance ..	(a)	..	5 0 (b)	10 0 (c)
Two	20 0	9 0	} 17 0	} 28 0
Three	25 0	11 6		
Four	27 6	14 0		
Five	30 0	16 6		
Six	32 6	19 0		
Seven	35 0	21 6		
Eight	37 6	24 0		
Nine	40 0	26 6		
Ten	42 6	29 0		

(a) In accordance with family unit of which he is a member.

(b) An additional 3s. 6d. is granted for each unemployed male dependant under 21 years of age; and for each unemployed female dependant residing with the applicant, provided that the weekly value of sustenance does not exceed 45s.

(c) Additional amounts are granted to unemployed dependants residing with the applicant as follows—3s. 6d. for each child under 16; 5s. for each female 16 years and over and 3s. for each male 16 years and under 21 provided that the weekly value of sustenance does not exceed 58s. 6d. Total income plus sustenance received by all members of a family unit must not exceed 69s. per week

Where practicable and advisable the payments may be made in cash.

To conform to the table indicated above, the number of hours to be worked by the applicant is computed by dividing the amount of sustenance he is entitled to receive per week by the hourly basic wage prevailing in the municipality in which he resides. With the exception of four or five industrial municipalities in the metropolitan area, all male applicants in receipt of sustenance are employable within their own municipalities on municipal work that would not ordinarily be undertaken as part of the municipal programme. The performance of work in return for sustenance must not entail the dismissal of any person ordinarily employed by the municipality.

In both municipal and governmental work in return for sustenance, the usual arrangement provides for the employment of the men for continuous periods equivalent to the amounts they are entitled to receive for two weeks' sustenance. For instance, an applicant with a classification of man, wife and two children, is entitled to sustenance, if working in return therefor, at the rate of 36s. per week. He would thus be employed for a period which would enable him to earn 72s., representing two weeks' sustenance. If the basic wage were 11s. per day he would work for 6 $\frac{2}{11}$ days and would again be called up at the expiration of the period which the amount of wages represented in weeks at the sustenance rates he is entitled to receive.

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 the provisions of the Australian Workers' Union (Construction) Award No. 70 of 1927. The rate of pay for such workers employed on relief works is the relevant basic wage prescribed in the award, which was at 31st March, 1937, 11s. 6d. per day for full-time workers, and 12s. 6d. per day for men casually employed, plus the prescribed margins for work requiring more than the ordinary skill, and in addition men camped out receive a camping-out allowance of 1s. for each day in respect of which they are required to hold themselves in readiness for work.

(iii) *Queensland*.—The Intermittent Relief Scheme, which is operative in all the larger towns of the State, provides work through Local Authorities and Government Departments for all persons eligible to draw food relief. Destitute persons in centres where Intermittent Relief work is not operating draw food relief. The classification of the family units and amounts allotted thereto are shown in the following table:—

Weekly Ration Scale, Family Units, Number of Work Days and Total Amount of Pay as from 5th April, 1937.

Weekly Ration Scale, if not on Relief Work.	Family Unit.	Work Days	Total Amount of Pay when Work Provided
<i>s. d.</i>			<i>s. d.</i>
8 0	Single man	1	14 3
17 0	Man and wife	1½	26 2
20 9	Man, wife and 1 child ..	2	31 0
24 6	" " 2 children	2½	35 11
28 3	" " 3 "	2¾	40 5
32 0	" " 4 "	3	45 3
35 9	" " 5 "	3½	50 2
39 6	" " 6 "	3¾	54 8
43 3	" " 7 "	4	59 6
47 0	" " 8 "	4½	64 5
50 9	" " 9 "	4¾	68 11
54 6	" " 10 "	5	73 9
58 3	" " 11 "	5	78 3
Weekly Ration Scale.			
<i>s. d.</i>			
8 0	Widow and single girls without dependants .. ..	..	..
15 6	Widows and single girls with 1 dependant .. ..	..	..
3 -9	For each additional dependant .. ..	..	..

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

The above rates of pay, both for rations and work, are increased in the northern and western parts of the State by the addition of parities.

Sons over 18 years of age are also entitled to relief provided the father's weekly earnings do not exceed certain amounts commencing at £4 2s. 6d. and advancing by 4s. 6d. in respect of each child in the family under 18 years of age above four in number.

(iv) *South Australia*.—Food relief is controlled by the Unemployment Relief Council.

The approximate value of food relief orders for the various family units is as follows :—

Family Unit.	Per Week
	s. d.
Single person	5 6
Man and wife	11 0
For each child in the home, the following values are granted, viz. :—	
13 years and over	5 6
Over 9 years and under 13	5 3
" 6 " " " 9	4 6
" 3 " " " 6	4 3
" 1 " " " 3	3 6

Married men are granted 1 cwt. of firewood weekly—an extra $\frac{1}{2}$ cwt. per week being allowed during the winter months. Infants not naturally fed are supplied with fresh milk and special foods.

Recipients of relief in several districts in the State work out the value of their rations, and to this is added a subsidy ranging from 25 per cent. to 100 per cent. The rationees receive a subsidy in cash and, in some instances, the ration value in cash; while in others, they receive a cash subsidy and the ordinary rations. The rate of pay for these workers is not varied from the Basic Wage or the Award Rate applying to the particular class of work being undertaken.

There are no established intermittent relief works in this State. Work on Metropolitan Floodwater Drainage Schemes which were commenced in the previous year as unemployment relief works have continued throughout the present year.

(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 30s. per week. If incapable of work, meal tickets are provided and the men are billeted in approved lodging houses. Single girls and women receive food relief to the value of 7s. per week.

From the 1st August, 1933, employment on relief work has been on a rotary basis. The following is the scale of relief work now provided, and the

resultant average earnings per week applicable to the family unit shown, together with the rates of sustenance per week to those not engaged on relief works.

Family Unit.(a)	Employment of 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"		
	weeks.	weeks days	£ s. d.	s. d.
Married couple	11	7 1	2 9 9	14 0
" " with 1 child .. .	10	6 5	2 13 3	21 0
" " " 2 children .. .	9	7 1	2 18 10	28 0
" " " 3 " " .. .	8	6 5	3 1 11	35 0
" " " 4 " " .. .	7	6 1	3 7 7	42 0
" " " 5 or more children .. .	7	6 5	3 10 11	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 30s.

(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 30th November, 1936:—

Family Unit.	Cities and Suburbs.			Country Districts (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.
	s. d.		s. d.	s. d.		s. d.
Single person	10 0	10	14 4	10 0	9½	13 3
Married couple	18 0	18	25 10	14 0	13	18 2
" " with 1 child .. .	21 3	21	30 3	17 0	16	22 4
" " " 2 children .. .	24 6	24½	34 10	20 0	19	26 6
" " " 3 " " .. .	27 9	27½	39 6	23 0	22	30 8
" " " 4 " " .. .	31 0	30½	44 2	26 0	24½	34 6
" " " 5 " " .. .	34 3	34	48 10	29 0	27½	38 8
" " " 6 " " .. .	37 6	37½	53 6	32 0	30½	42 7
" " " 7 " " .. .	40 9	40½	58 2	35 0	33½	46 9
" " " 8 " " .. .	44 0	41½	59 8	38 0	36	50 3

(a) Excluding Glenorchy and Clarence which are treated as suburbs of Hobart.

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

Arrangements are made with Municipal Councils whereby men in receipt of sustenance perform a certain number of hours' work each week and receive payment in cash. The Council is reimbursed the wages paid by submitting a claim to the Social Services Department. The work to be provided by such Councils to be in addition to that which would ordinarily be undertaken.

The Councils not to reduce the annual votes for works because of the extra items, also not to displace any permanent employees. The men 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 to provide supervision, tools and equipment; also material required for the work.

(vii) *Federal 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 now in operation are shown below:—

Family Unit.	Scale of Sustenance per week.		Maximum Earnings Allowed.*
	s.	d.	s. d.
Single person	6	5	34 0
Man and wife	9	11	80 0
Man, wife and one child	15	10	80 0
„ „ 2 or 3 children	20	9	104 0
„ „ 4 or 5 children	24	6	126 0 ^(a)
„ „ 6 children	24	11	172 0
„ „ 7 children	28	3	195 0
„ „ 8 children	28	8	218 0

* Per period of four weeks.

(a) 149s. for 5 children.

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

The scheme for the alleviation of distress from unemployment in the Territory was on the 1st October, 1934, based on an average allotment of relief work of one week in two for married men, and one week in four for single men. This allotment fluctuated somewhat until in March, 1936, the men (married and single) were placed on full time. This favorable 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 1936-1937 works programme which ultimately provided a more generous allotment of work. 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 4 and 5 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*.—Rations are issued only to sick persons, women and children, and to the aged and infirm. Married men are required to perform work to the value of 25s. (approximately 1½ days) per week and single men to the value of 15s. (approximately 1 day) per week. Relief is restricted to persons who were residing continuously in the Territory for three years prior to the date of application. Concessions are granted in regard to such matters as hospital treatment, burials, fares out of 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. Sustenance 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 ..	15 0	21 6	30 0(a)	30 0(a)	32 3
Victoria ..	16 0(b)	28 0	31 6(c)	36 0(c)	39 6(c)
Queensland ..	14 3	26 2(d)	31 0(d)	35 11(d)	40 5(d)
South Australia (e) ..	..	..	..	..	..
Western Australia ..	30 0	49 9(f)	53 3(f)	58 10(f)	61 11(f)
Tasmania ..	14 4	25 10	30 3	34 10	39 6
Northern Territory ..	15 0	25 0	..	..	..
Federal Capital Territory..	21 0	42 0	42 0(g)	42 0(g)	42 0(g)

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

(a) Or one unemployed child of 14 to 20 years in family.

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

(c) 1s. 6d. extra for each unemployed male dependent child 16-20 years, or each unemployed female child or dependant 16 years or over residing with applicant provided value of sustenance does not exceed 58s. 6d. per week.

(d) Or widower and additional child to those shown.

(e) See note (d) Table II.

(f) Work on rotational basis of eleven to eight weeks, and rates represent average payments per week.

(g) Graduated income scale "for sustenance" permits of increased payments for larger families.

II. Sustenance 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 ..	7 6	14 0	19 0	19 9	22 9
Victoria ..	10 0(a)	17 0(b)	20 6(b)	24 0(b)	27 6(b)
Queensland ..	8 7	17 0(c)	20 9(c)	24 6(c)	28 3(c)
South Australia (d) ..	5 3	10 6	14 0(e)	14 10(e)	15 6(e)
Western Australia ..	(f)	14 0	21 0	28 0	35 0
Tasmania ..	10 0	18 0	21 3	24 6	27 9
Northern Territory ..	(g)	(g)	(g)	(g)	(g)
Federal Capital Territory..	6 5	9 11	15 10	20 9	20 9

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

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

(b) Rates represent 3s. 6d. for each unemployed male dependant under 21, and for each female dependant residing with applicant, provided the weekly value of sustenance does not exceed 45s. Unemployables for whom sustenance specially approved receive 9s. per week plus 2s. 6d. for each child.

(c) Or widower and additional child to those shown

(d) Recipients work out value of rations (at Arbitration rates) to which is added subsidy ranging from 25 per cent. to 100 per cent.

(e) Rates vary according to ages of children.

(f) Meal tickets provided and billeted in approved lodging houses if incapable of work.

(g) Rations only issued to sick persons, women and children.

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 to be 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 follow :—

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

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

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

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

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

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

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

(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.

(iii) *Victoria*.—The following statement shows the receipts and expenditure from the Unemployment Relief Fund for the years 1931-32 to 1936-37 :—

Year.	Receipts.	Expenditure
	£	£
1931-32 ..	1,622,400	1,625,460
1932-33 ..	1,731,721	1,569,356
1933-34 ..	1,618,397	1,766,872
1934-35 ..	1,685,707	1,898,132
1935-36 ..	1,984,754	1,754,163
1936-37 ..	1,944,382	1,900,653

(iv) *Queensland*.—The receipts and expenditure in connexion with the Unemployment Relief Fund for the years 1931-32 to 1936-37 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

In addition to the above, the Queensland Unemployment Insurance Fund, which is maintained by the joint contributions from employers, workers, and Government, provides moneys for the relief of the unemployed. In 1936-37 the expenditure from the Fund was £488,528, of which £460,757 represented sustenance payments.

(v) *South Australia*.—There is no special unemployment taxation in this State. The moneys required for the relief of unemployment are provided from General Revenue. In addition the Minister may issue licences to charitable organizations to raise moneys for the relief of unemployment in their districts. The total expenditure on Unemployment Relief (excluding Children's Welfare and Public Relief) during 1931-32, was £852,059; during 1932-33, £622,331; during 1933-34, £534,418; during 1934-35, £483,436; and during 1935-36, £413,035. The estimated expenditure for 1936-37 was £370,000.

(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. In 1931-32, expenditure on sustenance was £643,996 and on relief works £1,202,547. In 1932-33 expenditure on sustenance amounted to £346,956 (of which £149,833 was for sustenance work) and on reproductive relief work to £1,183,864. In 1933-34 the expenditure from Revenue was £232,192, representing £176,203 for rations and lodging; £49,239 on

sustenance work; £2,274 for grants to institutions; and £4,476 on firewood and miscellaneous; and the expenditure (from loan) on reproductive relief work was £1,884,897. In 1934-35 the expenditure from Revenue amounted to £72,496, consisting to £52,747 for rations and lodgings, £16,195 on sustenance work; £481 for grants to institutions; and £3,073 on firewood and miscellaneous; and the expenditure (from loan) on reproductive relief work was £2,077,326. In 1935-36 revenue expenditure amounted to £49,870, made up by rations and lodgings, £32,295; sustenance work, £14,595; grants to institutions, £156; firewood and miscellaneous, £2,824; and (from loan) on reproductive relief work the expenditure was £2,001,888. It is estimated that for 1936-37 expenditure from revenue will be £54,000 for rations, &c., and (from loan) on reproductive works £1,940,000.

(vii) *Tasmania*.—The amounts expended from Revenue during the last six 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

The amount of £178,573 for 1936-37 includes £76,698 for relief work in lieu, and £20,152 for sustenance.

(viii) *Federal Capital Territory*.—There is no special taxation levied for the relief of unemployment in the Federal Capital Territory. The works upon which the unemployed are absorbed have, in recent years, been largely financed from the annual appropriation for Additions, 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 four financial years was as follows:—1933-34, £2,728; 1934-35, £2,405; 1935-36, £3,852; 1936-37, £3,000 (estimated). 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 of destitute persons, and £1,982 in 1935-36 for vocational training.

(ix) *Northern Territory*.—Special funds are provided for unemployment relief in the estimates of expenditure for the Territory. The expenditure in 1932-33 was £10,828, in 1933-34, £7,968, in 1934-35, £4,455, and in 1935-36, £4,739. The estimated expenditure for 1936-37 is £5,000.

(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 seven years, 1930-31 to 1936-37. The most that can be claimed for such expenditure in connexion with the relief of unemployment is that had it been curtailed on the grounds of financial stringency, unemployment would undoubtedly have been greater. The Gross Loan Expenditure on Works, &c., by the States amounted to £21,421,655 in 1936-37.

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 in receipt of or working for sustenance or working "part-time" on relief works in the various States at the 30th June, 1937:—

State.			
New South Wales	..	..	.. 54,677
Victoria	..	..	.. 23,008
Queensland	..	..	.. 29,046
South Australia	..	..	.. 7,437
Western Australia	..	..	.. 6,448
Tasmania	..	..	.. 2,429
Northern Territory	..	..	.. 58
Federal Capital Territory	..	..	.. 500
Total	..	..	.. 123,603

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

§ 5. State Free Employment Bureaux.

1. **General.**—There is considerable diversity in the scope of the several State Employment Bureaux, as well as in the methods adopted for registration of applicants for employment. Information in regard to these Bureaux was published in Labour Report, No. 19. Details were given concerning systems of registration of applicants for employment, selection of applicants for vacant positions, granting sustenance and food relief, and other matters. In Labour Report No. 20, particulars relating to the organization of the State Free Labour Bureaux in the several States were given.

The work of the State Employment Bureaux greatly increased in 1930 owing to the abnormal amount of unemployment. The peak number of applications for work was, however, received in the March quarter of 1931. Skilled and semi-skilled workers, who in the past had not availed themselves

of the services of the Bureaux, registered for relief work, as there was little prospect of employment in their usual occupations. Special legislation in 1930 for the relief of unemployment provided that registration at the Bureaux was essential before relief work or sustenance could be obtained, and resulted in increased registrations for employment.

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers received at the various State Free Labour Bureaux in Australia in the years 1932 to 1936. The number of positions to which workpeople were sent is also shown. The figures relating to applications for employment received do not, however, necessarily represent the number of individuals applying for employment, since the same persons may apply more than once in the twelve months:—

State Free Employment Bureaux—Summary, Australia.

Year	Applications for Employment received.	Applications from Employers received (a)	Positions filled.
1932	741,224	124,553	137,044
1933	671,175	183,052	192,772
1934	548,270	142,854	153,176
1935	348,009	108,413	115,840
1936	346,919	103,371	109,389

(a) Exclusive of Tasmania

§ 6. Industrial Accidents.

1. **Source of Information.**—The following tables have been compiled from monthly and quarterly 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 1932 to 1936:—

Industrial Accidents.—Number, 1932 to 1936.

Particulars	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.	
No. of Fatal Accidents	1932 ..	56	9	8	3	21	6	103
	1933 ..	54	17	9	2	26	8	116
	1934 ..	55	24	13	1	33	7	133
	1935 ..	42	21	8	5	32	3	111
	1936 ..	46	22	19	7	44	7	145
No. of Accidents incapacitating for over 14 days	1932 ..	(a)4,615	441	235	123	392	93	5,899
	1933 ..	5,337	558	232	134	561	76	6,898
	1934 ..	5,696	720	479	117	939	136	8,087
	1935 ..	6,134	719	480	222	985	177	8,717
	1936 ..	7,802	739	522	180	1,475	107	10,825

(a) Vide remarks below.

In 1936 deaths from industrial accidents were more than those for the previous year in all States. The number of non-fatal accidents increased in all States except South Australia and Tasmania, where decreases were recorded. Non-fatal accidents in New South Wales and Western Australia showed a great increase on the number recorded in the previous year.

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

3. **Accidents in Industrial Groups.**—The next table gives the number of accidents in industrial groups in Australia in 1936.

Industrial Accidents.—Number in Industrial Groups, Australia, 1936.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	2	520
II. Engineering, etc.	8	1,733
III. Food, Drink, etc.	4	839
IV. Clothing, Hats, etc.	1	699
V. Books, Printing, etc.	1	358
VI. Other Manufacturing	4	1,942
VII. Building and Scaffolding	5	19
VIII. Mining	(a) 116	(a) 4,442
IX. Lifts	4	5
X. Miscellaneous . . . . .	..	268
Total	145	10,825

(a) Includes accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works as follows:—4 fatal, 2,062 non-fatal in New South Wales, 2 fatal, 4 non-fatal in Western Australia and 5 non-fatal in Tasmania.

(b) *Vide* remarks above.

The largest number of accidents both fatal and non-fatal occurred in the mining and allied industries, the percentage being 80 for fatal and 41 for non-fatal on the respective totals recorded for all industrial accidents.

Five fatal accidents occurred in connexion with building and scaffolding, and four deaths results from lift accidents. Twenty fatal, and 6,091 non-fatal accidents were reported in the manufacturing industries, and 1,733 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 in regard to accidents in ore-dressing, smelting and metallurgical works to Inspectors of Factories in each State in the year 1936.

Mining Accidents.—Classification according to Causes, 1936.(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 ..	3	1	2	..	7	..	13
" " Falls of Ground ..	5	1	4	..	3	..	15
" " Falling down shafts, etc. ..	1	1	2	..	15	1	20
Other Accidents	1	..	..	..	8	..	9
2. Above Ground.							
Accidents caused by machinery in motion	1	2	..	1	2	..	6
Other Accidents	4	..	1	1	1	2	9
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	4	..	1	1	2	..	(b) 8
4. Quarries, Brick and Clay Pits, etc. ..	..	8	..	4	2	..	14
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc) .. ..	..	..	5	..	..	..	5
Accidents caused by Explosives (Dynamite, etc) .. ..	..	..	..	..	..	..	..
Accidents caused by Falls of Earth	5	..	2	..	..	..	7
Other Accidents	3	..	..	..	..	..	3
2. Above Ground—							
Accidents caused by machinery in motion .. ..	..	1	..	..	..	..	1
Other Accidents	5	..	1	..	..	..	6
Total	27	14	18	7	12	3	116

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

(b) Inclusive of 4 accidents in New South Wales and 2 in Western Australia reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works.

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. (b)
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	2	6	1	..	12	..	21
" " Falls of Ground ..	48	3	9	3	18	2	83
" " Falling down shafts, etc. ..	11	6	..	..	43	1	61
Other Accidents	90	5	122	..	813	41	1,073
2. Above Ground—							
Accidents caused by machinery in motion	11	1	..	1	10	3	26
Other Accidents	36	..	8	32	133	22	231
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	2,062	..	57	03	55	11	2,278
4. Quarries, Brick and Clay Pits, etc. ..	..	10	..	21	11	..	74
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc) .. ..	..	2	..	..	..	..	2
Accidents caused by Explosives (Dynamite, etc)	5	..	..	..	1	..	6
Accidents caused by Falls of Earth	24	3	53	..	46	1	127
Other Accidents	22	3	119	..	239	..	383
2. Above Ground—							
Accidents caused by machinery in motion .. ..	..	..	..	..	..	..	..
Other Accidents	0	..	20	..	30	1	60
Total	2,320	30	302	152	1,482	82	4,437

(a) Complete reports not available. (b) Inclusive of 2,071 accidents reported by Chief Inspectors of Factories 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 22 above ground. Fatal accidents in ore-dressing, smelting and metallurgical works in 1936 numbered 8, as against 72 in metalliferous mines, 22 in coal mines and 14 in quarries and brick and clay pits. The total number of non-fatal accidents reported by Mines Departments and Inspectors of Factories in connexion with batteries, ore-dressing, smelting, etc., was 2,278. The number of non-fatal mining accidents below ground was 1,759 and above ground 326. Seventy-four non-fatal accidents occurred in quarries and brick and clay pits.

CHAPTER IV.—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 the year 1932. 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 1932 to 1936. Particulars for the years 1912 to 1931 will be found in preceding issues of the Labour Report.

2. **Trade Unions and Branches—Number and Membership, 1932 to 1936.**—The following table gives particulars of the number of separate unions and branches with the number of members at the end of the years 1932 to 1936 :—

Trade Unions—Branches and Membership.

Year.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	N'thern Territory.	P.C.T.	Total.	Aust.
NUMBER OF SEPARATE UNIONS.										
1932..	189	151	107	110	129	78	4	13	781	8361
1933..	183	149	107	109	128	80	4	15	775	8356
1934..	185	149	106	109	128	79	4	15	775	8355
1935..	182	147	109	112	130	77	4	15	776	8354
1936..	184	147	111	114	132	76	5	15	781	8356
NUMBER OF BRANCHES.										
1932..	583	406	319	171	185	71	..	..	1,735	62,155
1933..	580	406	320	177	183	78	..	..	1,749	62,168
1934..	579	406	323	183	188	77	..	1	1,757	62,177
1935..	584	399	321	183	190	77	..	1	1,755	62,177
1936..	559	399	314	177	211	71	..	1	1,729	62,157

(a) Allowing for interstate duplication. The figures represent the number of distinct organizations and interstate groups of organizations. They do not represent the total number of organizations which are practically independent and self-governing (see following remarks). (b) Includes not only branches of separate State unions and sub-branches in each State of interstate unions, but also head State branches of interstate unions.