

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

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

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

* As these forms have been prescribed under the *Census and Statistics Act 1905-1920*, it is compulsory for prescribed persons to furnish the information required.

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

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

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

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

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

" Workpeople indirectly involved in dispute " refers only to those employees who were involuntarily thrown out of work as the result of an industrial dispute caused by certain other employees going on strike, or through an employer or employers locking out certain other employees whose absence

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

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

rendered it impossible for work to proceed in the establishment or establishments affected by the dispute. When one section of employees is engaged in an industrial dispute, such dispute frequently causes loss of time to other employees in occupations dependent upon those followed by the workpeople actually on strike or locked out.

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

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

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

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

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

6. Industrial Disputes in Industrial Groups, 1929.—The following table gives particulars of industrial disputes involving stoppage of work during the year 1929 in industrial groups. A list of the 14 groups included in the classification will be found in the preface. Similar information for the years 1914 to 1928 was published in Labour Reports Nos. 6 to 19.

The number of industrial disputes recorded during 1929 was 259, as compared with 287 during the previous year. In New South Wales 231 disputes occurred. Of this number 194 involved workpeople engaged in mining and quarrying. Working days lost during 1929 totalled 4,671,478 for all disputes in Australia as compared with 777,278 working days lost during 1928. The estimated loss of wages was £4,869,305 in 1929 as compared with £775,359 for the year 1928. The losses in working days are the highest recorded since 1917.

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

Industrial Disputes in Industrial Groups, 1922.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales—								
I.	Wood, sawmill, timber, etc. . .	3	178	4,541	800	5,341	603,527	555,769
II.	Engineering, metal works, etc. . .	10	10	655	102	757	4,357	4,475
III.	Food, drink, etc. . .	3	17	89	210	299	628	532
IV.	Clothing, hats, boots, etc. . .	1	1	20	..	20	20	10
VI.	Other manufacturing . . .	1	1	16	5	21	378	361
VII.	Building . . .	6	10	186	468	654	2,760	3,114
VIII.	Mines, quarries, etc. . .	194	277	60,727	1,835	71,562	2,713,186	3,122,377
IX.	Railway and tramway services . .	5	11	205	701	906	28,399	31,957
X.	Other land transport . . .	2	2	190	18	208	1,600	1,735
XI.	Shipping, wharf labour, etc. . .	1	1	91	..	91	91	163
XIII.	Domestic, hotels, etc. . .	1	1	6	..	6	18	17
XIV.	Miscellaneous . . .	4	4	211	13	224	1,074	897
	Total	231	513	75,997	4,152	80,149	3,356,038	3,721,412
Victoria—								
I.	Wood, sawmill, timber, etc. . .	2	311	5,038	12,600	17,638	1,275,512	1,109,681
III.	Food, drink, etc. . .	1	1	18	19	37	222	160
IV.	Clothing, hats, boots, etc. . .	3	3	230	100	330	1,205	643
VIII.	Mines, quarries, etc. . .	4	4	3,567	..	3,667	19,657	20,070
XIII.	Domestic hotels, etc. . .	1	1	40	..	40	20	11
	Total	11	320	8,893	12,719	21,612	1,296,676	1,190,565
Queensland—								
VII.	Building . . .	1	18	70	..	70	1,680	1,982
VIII.	Mines, quarries, etc. . .	3	5	1,621	8	1,629	1,763	1,447
	Total	4	23	1,691	8	1,699	3,443	3,370
South Australia—								
I.	Wood, sawmill, timber, etc. . .	1	20	524	40	564	9,024	7,696
VII.	Building	1	1	8	..	8	16	14
	Total	2	21	532	40	572	9,040	7,910
Western Australia—								
I.	Wood, sawmill, timber, etc. . .	1	1	140	30	170	510	440
V.	Books, printing, binding, etc. . .	1	1	5	..	5	208	300
VIII.	Mines, quarries, etc. . .	1	5	626	..	626	1,378	1,972
XIV.	Miscellaneous . . .	1	1	56	20	76	76	59
	Total	4	8	827	50	877	2,672	2,771
Tasmania—								
III.	Food, drink, etc. . .	1	35	10	..	10	10	12
IV.	Clothing, hats, boots, etc. . .	1	1	172	..	172	430	350
VIII.	Mines, quarries, etc. . .	2	2	132	50	182	1,292	1,225
IX.	Railway and tramway services . .	1	1	13	8	21	147	111
XIV.	Miscellaneous . . .	1	1	6	84	90	1,530	1,370
	Total	6	40	333	142	475	3,409	3,008

Industrial Disputes in Industrial Groups, 1929—continued.

Class.	Industrial Group.	No. of Disputes.	No. of Estab. Involved.	No. of Workpeople Involved.			No. of Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
XII.	Federal Capital Territory— Pastoral, agricultural, etc. ..	1	1	20	..	20	200	£ 200
	Total	1	1	20	..	20	200	200
Australia—								
I.	Wood, sawmill, timber, etc. . .	7	510	10,243	13,470	23,713	1,888,573	1,673,786
II.	Engineering, metal works, etc. .	10	10	855	102	757	4,357	4,475
III.	Food, drink, etc., manufacturing and distribution .. .	5	53	117	229	346	860	704
IV.	Clothing, hats, boots, etc. . .	5	5	422	100	522	1,715	1,003
V.	Books, printing, binding, etc. .	1	1	..	5	5	208	300
VI.	Other manufacturing .. .	1	1	16	6	21	378	361
VII.	Building .. .	8	29	264	468	732	4,456	5,060
VIII.	Mines, quarries, etc. . .	204	293	75,673	1,893	77,566	2,737,776	3,147,091
IX.	Railway and tramway services ..	6	12	278	709	987	28,546	32,068
X.	Other land transport .. .	2	2	190	18	208	1,800	1,735
XI.	Shipping, wharf labour, etc. . .	1	1	91	..	91	91	168
XII.	Pastoral, agricultural, etc. . .	1	1	20	..	20	200	200
XIII.	Domestic, hotels, etc. . .	2	2	46	..	46	38	28
XIV.	Miscellaneous .. .	6	6	273	117	390	2,680	2,326
Total—Australia (a) ..		259	926	88,293	17,111	105,404	4,671,478	4,869,305

(a) The following disputes commenced in, and were uncompleted at the end of, the year 1929, and in respect of "No. of Disputes" and "No. of Establishments" are duplicated in the figures for 1929, viz.:—

State.	No. of Disputes.	No. of Establishments.	No. of Workers Involved.		
			Directly.	Indirectly.	Total.
New South Wales	4	8	611	61	672
Tasmania	1	1	6	84	90
Total	5	9	617	145	762

7. Particulars of Principal Disputes in 1929.—(i.) General.—The preceding tables show the number and effect of all disputes for the year 1929, classified according to Industrial Groups. Details regarding the more important disputes which occurred during the year are given hereunder. The figures show large increases compared with those of the previous year as regards the number of working days and wages lost. The number of disputes is the lowest since 1925. The tables show that of the total number of disputes (259) which occurred in 1929 no less than 204 occurred in connexion with the mining industry, and of these 194 occurred in New South Wales. The total loss in wages through all disputes in Australia was £4,869,305. The loss through the 185 disputes in the coal-mining industry in New South Wales was £3,087,134, or 63 per cent. of the total loss in wages for Australia.

(ii) *Details Regarding Principal Disputes.*—During the first quarter of 1929, two serious disputes occurred, one involved timber-workers in New South Wales, Victoria and South Australia, and the other involved colliery employees on the Northern Coal-fields of New South Wales.

The dispute in the timber industry was occasioned by the refusal of the Timber Workers Union to accept the award of the Judge of the Commonwealth Court of Conciliation and Arbitration, made on 23rd January, 1929, following on the Full Court's order of the 18th December, 1928, declaring 48 hours per week as the standard hours in the timber industry, such hours to operate as from 1st January, 1929. It was contended by the employees, also, that the terms of the award materially reduced rates of wage in certain sections of the industry. The dispute in South Australia was of short duration as the employees decided to offer for work on 19th February under the terms of the new award. In New South Wales and Victoria the members of the union refused to work 48 hours per week. In New South Wales the men absented themselves on Saturdays during January, while in Victoria the employees worked 48 hours per week up to January 21st, and then decided to revert to 44 hours. They attended at their respective places of work at 7.30 a.m., but did not commence until 8 a.m. They took one hour instead of three-quarters of an hour for lunch.

The employers notified their workpeople that on and after 31st January, the 48 hours per week would be enforced and that those not attending for work at starting time would be considered to have abandoned their employment. Practically all employees refused to continue work on the 48 hours per week basis.

On 2nd February, 1929, an application for declaration that the members of the union should be deemed to be guilty of a strike was heard by the Commonwealth Court of Conciliation and Arbitration, and after reviewing at length the conditions existing in the industry the Judge found that in the sections of the industry in New South Wales and Victoria, excluding bush mills, "there has been, and continues to be, a strike within the meaning of the definition of 'strike' in that there has been a cessation of work by employees acting in combination as a means of enforcing a demand that the standard of the ordinary hours of work in the industry should not exceed 44 hours per week". The employees were not represented in court during the hearing of the application.

At the date of the stoppage of work it was estimated that approximately 3,000 timber-workers, joiners, carters, engine-drivers and others connected with the timber industry were involved in New South Wales, and approximately 5,000 in Victoria. These numbers were greatly increased during the currency of the dispute, especially in Victoria, where the building trades were affected. In April, a number of building jobs in Melbourne were declared "black" by the Australasian Council of Trade Unions, the body acting on behalf of the employees. The Master Builders' Association applied to the Commonwealth Court for a strike order and this was granted on 20th April. In accordance with a resolution passed by the members of the Association the whole of the jobs in progress and under the control of members were closed down at the end of April. Building was suspended and thousands of workpeople including bricklayers, plasterers, carpenters, painters, brick-makers, cement-workers, plumbers, iron-workers and other workers were thrown out of employment, and remained idle until 25th June, when, after a conference, a settlement was reached.

Employers in Sydney and Melbourne endeavoured to continue business and the timber yards and saw-mills were kept open, manned by members of the staffs and volunteer workers. Picketing was resorted to by members of the union and conflicts occurred between the strikers and volunteer workers. Serious disturbances took place in Sydney during May, and police protection was requested by the employers. Proceedings were taken against the leaders of the employees for participating in a procession and they were fined.

Pursuant to applications under Section 56c of the Commonwealth Conciliation and Arbitration Act, Judge Lukin, on 22nd February, provisionally directed under Section 56f that a ballot of the members in New South Wales and Victoria of the Australian Timber Workers' Union be taken by an officer of the Court on the question whether the members referred to were prepared to work under the award dated 23rd January, 1929. The provisional order was made final on 12th March, and a ballot was taken. The result of the ballot showed that of 15,221 possible voters, votes to the number of 6,093 were returned, a vote of approximately 40 per cent. Of the votes counted the result was—Yes, 732; No, 5,318, and Informal, 43.

When announcing the result of the ballot the Judge stated that the order for the taking of the ballot was made after consultation with the other members of the Court then in Melbourne, and in their opinion the applicant members of the union had made a case calling for the intervention and order of the Court. In his remarks the Judge explained the steps taken, as far as the Court could, to ensure the secrecy of the ballot, and mentioned the difficulties in compiling the roll of voters from the list of members and their addresses. After the ballot the attention of the Judge was drawn to certain matters in regard to the voting papers. He considered that the position was of such serious import that it was advisable that such matters should be considered by the three Judges who had in consultation decided that the order for the holding of the secret ballot should be made. This consideration involved a close examination and scrutiny of the voting papers by each of the Judges, who came to the conclusion that the voting papers themselves indicated a violation of the secrecy of the ballot. It was evident that the precaution taken to procure a genuine expression of the attitude and opinion of the members towards the strike by way of a secret ballot had been largely frustrated. The members of the Court were of the opinion that the conclusions just referred to should be disclosed to the community. The following matters of interest came before the Commonwealth Court during the currency of the dispute:—

On 1st March, on proceedings instituted under Section 44 of the Commonwealth Act the Australian Timber Workers' Union was found guilty of a breach of the award dated 23rd January, 1929, in that it had done something in the nature of a strike and a fine of £1,000 was imposed.

On 7th March, the Secretary of the Trades Hall Council, Melbourne, was convicted on an information under the Commonwealth War Precautions Act Repeal Act for an offence, viz.—“encouraging an offence against the Commonwealth Conciliation and Arbitration Act,” and a fine of £50 was imposed.

On 20th April, Judge Lukin, on the application of employers, declared that a strike existed in that part of the industries subject to the Builders' Labourers' and Carpenters and Joiners' Awards, which comprised building construction in the metropolitan district of Melbourne.

On 17th May, the Judge suspended portions of the timber-workers' award so far as Victoria was concerned, the clauses suspended relating to weekly engagements, mixed functions and union officers' privileges.

During May and June, negotiations for settling the dispute in Victoria were taking place. A Peace Conference convened by the Lord Mayor of Melbourne on 1st May, with representation of the Australasian Council of Trade Unions and the Chamber of Manufactures was unsuccessful, as agreement could not be reached on the question of hours. Negotiations continued, but settlement was not reached until 22nd June, when a conference, presided over by the Chairman of the Commonwealth Bank, agreed that work would be resumed in accordance with the terms set out hereunder :—

- (a) That there shall be no victimization of either side.
- (b) Immediate conference to be held to discuss all questions of margins and conditions in the working of the award.
- (c) That on resumption of work, all margins operating before cessation of work shall prevail pending decision of conference. Court to be asked for variation of award in terms of any agreement arrived at.
- (d) Appointment of public accountant of high professional standing to conduct inquiry into the financial condition of timber merchants to ascertain the ability of the industry to carry on profitably under a 44 hour week.
- (e) That such inquiry be completed and reported upon within a period not exceeding six months from date of resumption of work.
- (f) That a sum equalling one-eleventh of the wages paid to each employee shall be placed in trust during such period, and such sum shall be paid over to the employee entitled thereto in the event of the Court deciding that the 44 hour week shall be reverted to.
- (g) That the question of hours in bush mills be eliminated and that the amount of 2s. 6d. per week shall be paid in addition to the basic rate under the Lukin award.
- (h) That all restrictions on the supply and use of materials shall be immediately abandoned.

Work was resumed in Victoria on 25th June, 1929.

The terms of settlement of the dispute in Victoria did not apply to New South Wales. In this State the employment of volunteer labour in the timber yards was the cause of many disturbances in the vicinity of the yards during July and August, and strong measures had to be taken to preserve peace. Labour leaders were charged with conspiracy, but were acquitted. The dispute continued until 2nd October, when it was declared "off" by the union officials.

The most serious dislocation of work recorded during recent years in Australia commenced on 2nd March, 1929, when the principal collieries on the Northern coalfields of New South Wales closed down owing to the refusal of the employees to accept reduced rates of wages. For some time prior to the closing down of the collieries the coal position in Australia had become very serious, owing to the depression in trade and the loss of oversea markets. Exports of Australian coal declined considerably during 1928, as compared

with previous years, and oversea competition became so keen that coal was being imported into Australia at a lower price than locally produced coal could be sold. The New South Wales colliery proprietors were unable to quote at a profit against oversea coal, and attributed their inability to do so to the high cost of production locally.

The Premier of New South Wales proposed that the owners of the collieries should forgo 1s. per ton of their profits, on condition that the State Government reduced railway freights and other Government charges by the equivalent of 2s. per ton, and mineworkers undertook to accept reduced rates for hewing and in other wages, equivalent to 1s. per ton. These reductions represented 4s. per ton, and were considered to be the minimum that would be required to stimulate local consumption. In order to compete successfully with oversea coal it was estimated that a reduction of at least 5s. per ton was necessary, and the Prime Minister undertook to help the industry by paying a Commonwealth bounty of 1s. per ton upon all coal shipped out of New South Wales.

These proposals were submitted to the Coal and Shale Employees' Federation, and were rejected by the officials on the ground that the employees were not prepared to accept any reduction in rates of wages. The owners thereupon withdrew their offer to forgo 1s. per ton of their profits.

Trade continued to decline, and the proprietors of the principal collieries on the Northern field decided that, owing to the lack of orders and to their inability to compete at a profit against the oversea coal, to close the pits. The closing of the majority of the Northern collieries, about 30 with 10,000 employees, occurred on 2nd March, 1929, after a fortnight's notice of the owners' intentions had been given to the employees. There are approximately 60 collieries in the district with an average production of 40,000 tons per day. The yield, on the closing of the larger collieries, fell to about 5,000 tons per day.

The Prime Minister endeavoured to secure a compromise, and at his request, supported by the Premier of New South Wales, the proprietors agreed to meet the representatives of the Governments and of the miners in conference at Canberra. The collieries were closed at date of this meeting. Little progress was made towards a settlement. The miners' representatives insisted as a preliminary towards any settlement that the accounts of the owners should be scrutinized by accountants to ascertain the rate of profit. The owners protested against this procedure, but ultimately agreed to consider the proposal in order to meet the appeals of the Governments and to get the industry re-started on a sounder basis. Agreement, however, regarding the appointment of accountants could not be reached, and the negotiations broke down.

Efforts to secure a settlement of the dispute continued, and in the early part of April, a conference, presided over by Sir Walter Bruce (President of the Industrial Peace Conference) held several sittings in Sydney to consider proposals by the Miners' Federation to enable the price of coal to be reduced. Notwithstanding special efforts on the part of the Chairman to effect a settlement, the proceedings ended without satisfactory result.

Further conferences to consider proposals submitted by the Treasurer of New South Wales and the alternative proposals of the officials of Miners' Federation were held without result. On 31st May, a Royal Commission was appointed to inquire into and make recommendations and report upon—(1) The present position of the coal industry, including the production, carriage, export, distribution and sale of coal; and (2) the causes which have led to the present position of the coal industry. The Commission met during June, and issued an interim report in September. The employees would not accept this finding. The final report of the Commission was not completed at the end of 1929. The Chairman of the Commission arranged for a conference between the parties during July, with a view to ascertaining the extent to which the parties were prepared to go towards a compromise but the conference failed as neither party submitted solutions of the position. In March the Government authorized a prosecution under the provisions of the Industrial Peace Act against a prominent coal-mine owner, but such prosecution was subsequently withdrawn so as not to prejudice negotiations.

The Commonwealth Government in power at the commencement of the dispute were defeated at the elections, and on the new Government taking office the Prime Minister and the Treasurer endeavoured to effect a settlement of the dispute. A compulsory conference under the provisions of the Industrial Peace Act was called, but ended abruptly as the miners' representatives refused to consider a reduction of wages.

During November, the State Government decided to open Rothbury colliery and invited applications from men prepared to accept work at reduced rates of pay. The mine was opened in December and serious disturbances occurred. Coal-miners in Victoria and Queensland ceased work for a short period in sympathy with the original Rothbury employees.

A compulsory conference under Section 16A of the Commonwealth Conciliation and Arbitration Act, summoning representatives of the employers and employees involved in the dispute, was held at Sydney on 17th and 18th December, but agreement for settlement was not reached. After hearing argument the Judge, on 19th December, delivered an interim award "that the hewing rates, wages and conditions of employment of coal-miners and other workmen, now or hereafter employed in the production of coal, shall be those prevailing immediately prior to the 2nd March, 1929," and shall continue in operation until 31st January, 1930, or until further order. An appeal against the interim award was heard by the High Court and it was held by that Court that the order was made without jurisdiction. A further compulsory conference was held in January, 1930, and the Judge strongly urged that, pending final award, work should be resumed. The collieries, however, remained idle, and notwithstanding repeated efforts to settle the dispute by members of the Commonwealth and State Governments, work was not resumed until June, 1930. Further reference to this dispute will be made in the next report.

8. Industrial Disputes, 1925 to 1929.—(i.) *Australia*.—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, the losses in working days and wages for each of the years 1925 to 1929, and the aggregate for the whole period:—

Industrial Disputes—Australia, 1925 to 1929.

Year.	Mann- 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.
NUMBER OF DISPUTES.						
1925 ..	39	15	391	30	24	499
1926 ..	60	17	227	29	27	360
1927 ..	60	19	285	41	36	441
1928 ..	28	6	194	42	17	287
1929 ..	29	8	204	9	9	259
1925 to 1929..	216	65	1,301	151	113	1,846
NUMBER OF WORKPEOPLE INVOLVED.						
1925 ..	8,420	1,882	135,409	25,084	5,951	176,746
1926 ..	12,408	924	93,107	2,901	3,694	113,034
1927 ..	11,368	9,690	132,766	42,487	4,446	200,757
1928 ..	3,304	290	72,504	17,992	2,332	96,422
1929 ..	25,364	732	77,566	1,286	456	105,404
1925 to 1929..	60,864	13,518	511,352	89,750	16,879	692,363
NUMBER OF WORKING DAYS LOST.						
1925 ..	129,808	37,615	577,132	291,415	92,600	1,128,570
1926 ..	271,049	10,015	950,770	36,693	41,734	1,310,261
1927 ..	168,432	342,649	863,779	304,586	29,135	1,713,581
1928 ..	71,803	3,419	316,245	367,271	18,540	777,278
1929 ..	1,896,091	4,456	2,737,776	30,237	2,918	4,671,478
1925 to 1929..	2,537,183	398,154	5,450,702	1,030,202	184,927	9,601,168
ESTIMATED LOSS IN WAGES.						
1925 ..	£ 124,894	£ 35,674	£ 688,755	£ 209,521	£ 48,700	£ 1,107,544
1926 ..	249,712	7,721	1,098,111	27,306	32,963	1,415,813
1927 ..	138,418	293,792	1,009,580	210,214	24,692	1,676,696
1928 ..	61,160	3,225	378,655	317,337	14,982	775,359
1929 ..	1,690,629	5,060	3,147,091	33,971	2,554	4,869,305
1925 to 1929..	2,254,813	345,472	6,322,192	798,349	123,891	9,844,717

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for mining, quarrying, etc. (Group VIII.) For the year 1913 the proportion of disputes in those industries represented practically 50 per cent. of the total number recorded. In subsequent years the proportion remained high, ranging from 45 per cent. in 1917 and 1918 to as much as 81 per cent. in 1921 and 1924. During the year 1929 disputes classified in the Mining Group (VIII.) represented 79 per cent. of the total during the year, as compared with 68 per cent. during 1928.

During the past five years working days lost through dislocations of work, involving workpeople engaged in mining and quarrying work numbered 5,450,702, representing 57 per cent. of the total loss of working days during

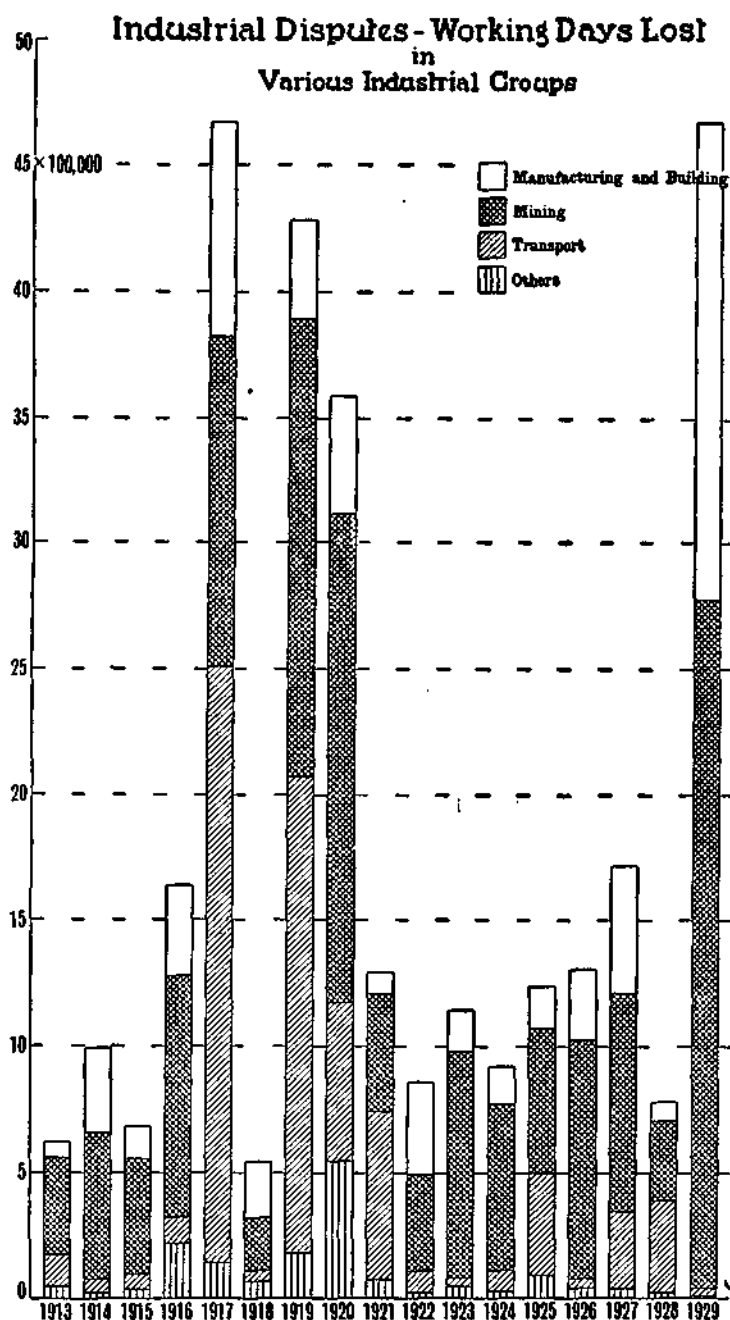
the period. The majority of the disputes causing this high percentage of loss involved employees in the coal-mining districts of New South Wales. In making any comparison as to the number and magnitude of disputes in this particular class, it should be noted that the number of workers engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States. A serious dispute, involving timber workers in the States of New South Wales and Victoria, was responsible for the higher figures relating to working days and wages lost in the Manufacturing Group during the year 1929.

(ii) *States*.—The number of industrial disputes in each State during the years 1925 to 1929, together with the number of workpeople involved, the number of working days lost, and the total estimated loss in wages are given hereunder.

Industrial Disputes—States, 1925 to 1929.

State or Territory.	Year.	No. of Disputes.	Establishments Involved in Disputes.	Number of Workpeople Involved.			No. of Working Days Lost.	Total Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1925	430	458	123,292	16,937	140,229	649,840	738,601
	1926	256	631	68,281	28,350	96,630	1,111,230	1,229,470
	1927	339	470	108,116	40,425	148,541	1,133,968	1,230,060
	1928	230	313	70,303	10,119	80,422	480,304	521,768
	1929	231	513	75,997	4,152	80,149	3,356,038	3,721,412
Victoria	1925	19	158	5,428	3,172	8,600	131,737	130,817
	1926	35	39	6,320	2,345	8,665	109,735	109,423
	1927	24	30	3,937	284	4,221	54,367	44,470
	1928	21	51	4,309	1,567	5,876	110,650	95,464
	1929	11	320	8,893	12,719	21,612	1,296,676	1,130,565
Queensland	1925	22	64	20,432	840	21,272	219,826	164,480
	1926	29	37	2,054	391	2,445	30,118	27,412
	1927	30	376	29,584	640	30,224	428,135	325,884
	1928	12	329	2,958	670	3,628	70,764	62,006
	1929	4	23	1,661	8	1,669	3,443	3,379
South Australia	1925	11	24	1,118	281	1,399	19,463	12,240
	1926	17	60	2,008	740	2,748	22,636	17,133
	1927	19	24	6,517	1,359	7,876	51,284	40,206
	1928	8	40	2,257	1,211	3,468	54,835	45,900
	1929	2	21	532	40	572	9,040	7,910
Western Australia	1925	10	180	3,321	814	4,135	98,941	50,358
	1926	9	28	523	78	601	9,081	6,908
	1927	20	25	3,345	47	3,392	23,819	19,944
	1928	11	62	2,106	422	2,528	54,896	43,472
	1929	4	8	827	50	877	2,672	2,771
Tasmania	1925	3	16	160	70	239	2,989	2,300
	1926	10	12	660	231	891	5,080	4,363
	1927	6	6	354	421	775	14,950	9,182
	1928	4	8	371	84	455	5,595	5,508
	1929	26	40	393	142	475	3,409	3,008
Northern Territory	1925	1	1	16	..	16	39	39
	1926	2	2	93	112	205	906	870
	1927	2	2	338	..	338	5,103	4,753
	1928	1	1	45	..	45	135	150
	1929	..	..	..	..	..	..	..
Fed. Cap. Territory	1925	3	5	823	33	856	5,783	4,709
	1926	4	4	829	110	939	30,185	24,204
	1927	1	5	380	..	380	1,000	2,137
	1928	..	..	..	..	..	..	..
	1929	1	1	20	..	20	200	200
Australia	1925	490	906	154,599	22,147	176,746	1,128,570	1,107,544
	1926	360	913	80,768	32,266	113,034	1,319,261	1,415,813
	1927	441	944	157,581	43,176	200,757	1,713,681	1,976,096
	1928	287	804	82,349	14,073	96,422	777,278	775,358
	1929	259	926	88,293	17,111	105,404	4,671,478	4,669,305

(a) See footnote page 93.



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

9. **Duration of Disputes.**—(i.) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). 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*—1925 to 1929.—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1925 to 1929 are given in the table appended:—

Duration of Industrial Disputes—Australia, 1925 to 1929.

Limits of Duration.	Year.	No. of Disputes.	No. of Workpeople Involved.			Number of Working Days Lost.	Total Estimated Loss in Wages.
			Directly.	Indirectly.	Total.		
						£	
1 day and less	1925	218	65,918	8,505	74,423	73,790	88,819
	1926	132	33,979	9,039	43,018	43,018	50,923
	1927	162	48,827	5,826	54,653	54,613	64,896
	1928	119	41,892	3,511	45,403	44,781	52,576
	1929	127	41,299	828	42,127	47,869	55,514
2 days and more than 1 day	1925	66	20,156	4,160	24,316	47,223	55,605
	1926	61	12,011	2,297	14,308	28,636	33,094
	1927	54	14,820	1,060	15,880	30,153	33,859
	1928	29	11,038	458	11,496	22,992	27,056
	1929	31	7,942	528	8,470	15,697	16,031
3 days and more than 2 days	1925	29	8,615	578	9,193	27,298	30,877
	1926	30	3,598	1,224	4,822	14,431	15,423
	1927	42	12,718	2,236	14,954	41,903	44,822
	1928	22	4,412	28	4,440	13,225	15,365
	1929	21	5,217	300	5,517	16,327	18,865
Over 3 days and less than 1 week (5 days)	1925	41	16,648	1,322	11,070	52,614	62,853
	1926	25	6,045	1,344	7,389	31,925	31,049
	1927	41	10,370	1,175	11,545	52,708	57,751
	1928	18	2,490	235	2,725	11,872	12,766
	1929	31	7,721	799	8,520	34,049	39,949
1 week and less than 2 weeks	1925	59	28,541	2,040	30,581	227,314	282,731
	1926	47	7,343	1,283	8,626	62,451	63,394
	1927	60	54,722	3,076	58,898	444,500	380,956
	1928	33	4,891	657	5,548	50,642	62,982
	1929	23	5,540	201	5,741	47,784	51,893
2 weeks and less than 4 weeks	1925	35	8,032	1,051	9,083	150,598	163,305
	1926	34	4,741	1,878	6,619	106,505	109,189
	1927	49	6,162	17,206	23,371	305,469	304,658
	1928	33	6,639	1,777	8,436	132,366	150,634
	1929	11	1,506	239	1,745	27,752	28,454
4 weeks and less than 8 weeks	1925	28	8,130	2,745	10,875	322,294	303,077
	1926	20	11,336	14,484	25,820	793,621	583,672
	1927	25	9,018	11,870	20,888	658,908	661,697
	1928	19	9,300	3,427	12,727	322,445	290,830
	1929	6	154	37	191	5,262	5,812
8 weeks and over	1925	23	4,559	1,746	6,305	227,439	170,777
	1926	11	1,715	717	2,432	229,674	231,569
	1927	8	944	124	1,068	128,827	125,168
	1928	14	1,667	3,980	5,647	179,455	178,160
	1929	10	18,914	14,179	33,093	4,476,738	4,653,187
Total	1925	499	154,599	22,147	176,746	1,128,570	1,107,544
	1926	360	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	137,531	43,176	180,707	1,713,581	1,676,696
	1928	287	82,349	14,073	96,422	777,278	775,359
	1929	259	88,293	17,111	105,404	4,671,473	4,869,306

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

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

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

It will be seen, therefore, that the very large proportion of 85 per cent. of these disputes falls outside the purview of Arbitration Tribunals. Most of these occur in the coal-mining industry, which in 1929 accounted for 79 per cent. of the total disputes.

The above remarks refer of course to "No. of Disputes Occurring," but when the matter is considered from the point of view of "Working Days Lost," which after all is the most serious aspect of industrial disputes, the relation of arbitrable and non-arbitrable questions in the aggregate loss can become entirely the reverse of that presented by their consideration only from the standpoint of numbers, and this relationship would vary each year according to the magnitude of the disputes under each category. For the year 1929, for instance, the preponderance of numbers is in the non-arbitrable section, but that of "working days lost" is heavily on the arbitrable side.

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

* 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.

(ii.) *Causes in Australia, 1913 to 1929.*—The following table gives particulars of industrial disputes classified according to causes for Australia for the years specified.

Causes of Industrial Disputes.—Australia, 1913, and 1923 to 1929.

Causes of Disputes.	1913.	1923.	1924.	1925.	1926.	1927.	1928.	1929.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	42	35	44	33	23	24	8	8
(b) Against decrease ..	4	4	7	5	5	4	3	6
(c) Other wage questions ..	31	37	95	99	67	68	39	45
2. Hours of Labour—								
(a) For reduction ..	3	10	2	4	13	14	2	6
(b) Other disputes re hours ..	7	2	4	6	2	4	2	2
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	4	6	8	5	12	6	3
(b) Other union questions ..	5	11	31	27	22	24	11	12
4. Employment of particular classes or persons ..	44	68	137	118	108	152	105	87
5. Working conditions ..	61	67	111	106	48	72	48	31
6. Sympathetic ..	5	9	8	16	8	5	9	6
7. Other causes ..	8	37	59	77	61	64	54	53
Total ..	208	274	504	499	380	441	287	259

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	9,816	9,312	23,443	17,046	7,316	2,775	1,414
(b) Against decrease ..	583	174	1,113	1,123	1,275	300	1,317	11,332
(c) Other wage questions ..	7,160	8,690	30,585	31,337	18,833	20,297	17,057	8,742
2. Hours of Labour—								
(a) For reduction ..	460	6,488	1,328	462	9,730	7,813	61	21,646
(b) Other disputes re hours ..	1,319	485	1,172	2,608	290	288	1,005	2,067
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,370	473	1,005	1,592	125	4,432	193	103
(b) Other union questions ..	1,418	2,310	12,078	10,937	3,790	25,348	2,311	4,887
4. Employment of particular classes or persons ..	11,370	11,269	39,829	36,075	25,165	55,174	35,379	22,933
5. Working conditions ..	10,785	15,605	36,636	35,034	12,889	29,766	14,169	4,672
6. Sympathetic ..	947	875	436	6,328	3,499	1,484	6,123	11,604
7. Other causes ..	1,753	20,130	19,948	28,677	20,342	48,030	16,032	16,524
Total ..	50,283	76,321	152,446	176,746	113,034	200,757	96,422	105,404

NUMBER OF WORKING DAYS LOST.

1. Wages—								
(a) For increase ..	100,069	64,493	120,317	209,356	580,183	150,691	6,648	7,433
(b) Against decrease ..	9,488	1,012	13,553	24,352	2,573	2,578	3,824	2,542,167
(c) Other wage questions ..	78,183	81,749	111,613	154,169	82,898	83,331	80,755	47,261
2. Hours of Labour—								
(a) For reduction ..	2,774	101,807	130,449	12,816	280,152	305,782	725	1,887,196
(b) Other disputes re hours ..	15,111	36,092	42,441	16,173	290	4,487	2,067	3,183
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	784	2,555	14,784	1,623	82,156	2,137	424
(b) Other union questions ..	32,388	17,743	40,046	105,193	15,607	204,802	8,900	40,924
4. Employment of particular classes or persons ..	191,723	63,094	253,770	214,788	114,917	310,425	423,555	78,492
5. Working conditions ..	73,562	134,830	124,041	150,325	123,390	303,788	98,852	8,545
6. Sympathetic ..	24,066	6,357	926	41,046	33,581	3,573	106,358	23,482
7. Other causes ..	5,212	638,016	78,935	185,616	70,247	261,468	42,957	23,381
Total ..	623,528	1,145,977	918,646	1,123,570	1,310,261	1,713,581	777,278	4,671,478

The main causes of industrial disputes are "wage" questions, "working conditions," and "employment of particular classes or persons." In each year of the period 1913-1925, with the exception of 1922, the number of dislocations over wages exceeded those from any other cause, the percentage in 1913 being 37, and

fluctuating between 26 in 1922 and 45 in 1916. The number from this cause in 1929 was low, representing only 23 per cent. The heavy loss in working days recorded under the heading "Against Decrease of Wages" was due to the serious dislocation on the Northern coal-fields of New South Wales. The timber-workers' dispute in New South Wales and Victoria, was responsible for the large number of working days recorded as lost under the heading "For Reduction of Hours." Under the heading, "Employment of Particular Classes or Persons," are stoppages of work for the purpose of protesting against the dismissal of employees, who, in the opinion of their fellow-workers, have been unfairly treated or victimized. This class of dispute occurs very frequently in the coal-mining industry. During 1929 disputes concerning "Employment" numbered 87, being 34 per cent. of the total during the year. Disputes concerning "Working Conditions" caused 31 dislocations of work during 1929, and 29 of these disputes occurred in New South Wales, practically all of which involved coal miners. "Sympathetic" disputes were numerous during the years 1916, 1917, 1921, and 1925. Six disputes were classified under this heading in 1929. Certain of these sympathetic stoppages were connected with the coal-miners' dispute. Stoppages of work numbering 53 were classified under "Other Causes," as the causes of the disputes were not considered to come under any of the more definite headings. These disputes were of short duration.

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

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

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

(ii.) Results in each State, 1929.—The following table shows the industrial disputes during 1929, classified according to results.

Industrial Disputes—States, Results, 1929.^a

State or Territory.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
New South Wales	61	126	36	2	9,893	38,404	6,586	13,175	34,152	695,869	38,876	19,149
Victoria	2	3	5	1	360	19,240	312	1,700	580	1,288,180	1,326	6,590
Queensland	..	1	1	2	..	1,200	70	429	..	1,200	1,680	503
South Australia	1	1	..	..	8	564	..	..	16	9,024	..	..
Western Australia	1	8	..	..	626	251	..	..	1,875	794	..	..
Tasmania	4	..	2	..	293	..	132	..	2,117	..	1,292	..
N. Territory	..	..	..	..	..	..	..	..	..	..	..	..
F. C. Territory	1	..	..	..	20	..	..	..	200	..	..	..
Total, Aust. ^{a b}	70	134	44	5	11,200	59,659	7,150	15,304	38,943	1,995,064	43,174	26,302

(a) The following are the particulars of disputes which were incomplete at the 31st December, 1929, which should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	No. of Disputes.	No. of Estab.	Workpeople.	Working Days Lost.	Wages.
New South Wales	6	41	12,091	2,567,995	\$ 2,954,713

^b See note to table on page 93.

Included in the above figures are the losses incurred through the dislocation of work on the Northern coal-fields of New South Wales.

(iii) *Australia, 1929.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost in disputes in Australia during the year 1929, classified according to cause and result of dispute.

Industrial Disputes—Causes and Results, Australia, 1929.^a

Classified according to Causes and Results.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
Wages—												
(a) For increase	2	6	..	..	182	1,232	..	..	609	6,824	..	..
(b) Against decrease	1	2	2	..	172	53	107	..	430	8,204	2,827	..
(c) Other wage questions	13	21	10	..	1,555	6,283	858	..	9,135	11,562	23,850	..
Hours of Labour												
(a) For reduction	..	5	1	..	..	21,634	12	..	..	1,887,172	24	..
(b) Other disputes re hours	..	1	1	..	..	2,029	38	..	..	3,031	152	..
Trade Unionism												
(a) Against employment of non-unionists	3	..	..	..	103	..	..	..	424	..	..	..
(b) Other union questions	8	4	3	..	2,161	647	760	..	13,924	1,040	3,852	..
Employment of particular Classes or Persons.												
Working conditions	11	15	4	..	1,213	2,438	1,000	..	2,402	4,360	1,000	..
Sympathetic	1	..	1	4	155	..	570	10,379	465	..	1,140	21,877
Other Causes	7	40	5	1	664	10,545	890	4,425	664	15,616	2,670	4,425
Total ^{a b}	70	134	44	5	11,200	59,659	7,150	15,304	38,943	1,995,064	43,174	26,302

^a See note to table on page 93.

^b See note a to table above.

(iv) *Australia, 1925 to 1929.*(b)—The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1925–1929, classified according to results :—

Industrial Disputes—Results, Australia, 1925 to 1929.^b

Year.	No. of Disputes.				No. of Workpeople Involved in Disputes.				Total No. of Working Days lost by Disputes.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
1925 ..	130	335	20	6	50,983	116,658	4,844	2,829	448,136	549,746	52,321	12,923
1926 ..	72	248	30	11	11,631	85,115	14,220	1,623	78,313	891,093	257,004	21,496
1927 ..	88	307	35	5	28,005	152,429	18,571	905	207,009	1,198,163	294,102	10,286
1928 ..	39	228	14	1	7,362	85,306	2,814	178	55,757	674,076	16,369	178
1929 ^a ..	70	184	44	5	11,200	59,659	7,150	15,304	38,943	1,995,064	43,174	26,302

^a See note on page 93.

^b See note to first table on page 106.

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in the earlier years, but latterly the position has been reversed. The percentage in favour of employers in 1929 was 53. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

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

(ii) *Australia*, 1913 and 1923 to 1929.*a*—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1929.*a*

Methods of Settlement.	1913.	1923.	1924.	1925.	1926.	1927.	1928.	1929. <i>b</i>
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	140	264	209	166	229	136	129
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	25	20	24	16	18	8	8
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	4	11	12	8	13	10	3
By reference to Board or Court ..	22	2	7	2	10	19	8	1
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	2	12	13	13	19	6	6
By Filling Places of Workpeople on Strike or Locked out ..	13	5	6	4	8	5	10	7
By Closing down Establishment permanently ..	1	1	2	1	..	10	3	3
By other methods ..	13	80	179	226	135	122	99	96
Total ..	208	265	500	491	356	435	282	3253

NUMBER OF WORKPEOPLE INVOLVED

Negotiation—								
Direct between employers and employees or their representatives ..	23,357	30,213	70,895	75,961	44,995	94,070	37,708	22,193
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	10,277	4,448	12,767	17,072	5,839	1,242	10,161
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	615	2,519	1,781	936	3,793	2,009	487
By reference to Board or Court ..	12,774	544	2,952	208	684	4,314	2,975	56
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	58	4,262	3,251	4,332	33,617	1,497	511
By Filling Places of Workpeople on Strike or Locked out ..	658	315	130	160	245	533	11,047	5,411
By Closing down Establishment permanently ..	170	18	170	28	..	1,104	266	144
By other methods ..	2,988	33,408	68,370	81,158	44,325	56,860	38,916	45,350
Total ..	50,283	75,448	151,746	175,314	112,589	200,000	95,660	93,313

(a) See note page 93.

(b) See note page 106.

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1929—continued.

Methods of Settlement.	1913.	1923.	1924.	1925.	1926.	1927.	1928.	1929.
NUMBER OF WORKING DAYS LOST								
Negotiation—								
Direct between employers and employees or their representatives ..	94,400	229,303	373,155	470,110	417,158	700,938	273,254	96,475
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	26,335	582,929	103,005	320,046	549,427	100,148	36,937	1,279,258
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	187,871	25,531	41,900	17,650	11,281	80,816	38,878	5,261
By reference to Board of Court ..	221,769	8,184	142,939	4,398	8,744	60,236	29,533	56
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	2,105	478	74,376	67,272	134,841	305,303	3,962	1,882
By Filling Places of Work-people on Strike or Locked out ..	14,139	2,517	3,040	1,163	2,965	9,706	266,369	610,686
By Closing down Establishment permanently ..	20,400	18	1,250	1,932	..	30,259	750	9,861
By other methods ..	56,509	267,859	150,526	180,995	118,580	422,094	96,637	100,004
Total ..	625,528	1,117,314	890,101	1,063,176	1,242,896	1,709,559	746,320	2,103,483

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£	£
Negotiation—								
Direct between employers and employees or their representatives ..	43,834	252,059	398,628	505,545	425,527	700,332	280,509	104,919
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	12,391	676,268	114,830	230,771	658,493	102,699	43,201	1,113,433
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	86,277	24,158	34,151	15,395	6,819	77,102	45,475	5,560
By reference to Board of Court ..	104,293	7,536	110,557	3,499	7,771	42,978	22,595	51
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	1,373	350	56,768	68,880	124,511	234,282	3,156	1,660
By Filling Places of Work-people on Strike or Locked out ..	6,478	1,737	2,111	1,225	2,548	7,245	230,093	564,389
By Closing down Establishment permanently ..	7,850	13	970	2,318	..	34,580	473	11,558
By other methods ..	25,240	279,104	167,149	208,775	134,805	422,828	113,363	113,022
Total ..	287,739	1,241,245	895,164	1,034,428	1,360,479	1,672,106	738,865	1,914,592

In all years shown with the exception of the year 1925 direct negotiation between employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations were settled in this manner, and the percentages in subsequent years varied between 53 in 1923, and 71 in 1915, the proportion in 1929 amounting to 51 per cent. In connexion with the comparatively large numbers of disputes classified as "settled" "By other methods," a large number of stoppages of work occur each year, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

13. **Interstate Disputes.**—Disputes which extend beyond the limits of a single State, while necessarily extensive, are comparatively few in number.

These disputes rarely start on an interstate basis, but develop into such through the interdependence of trade union organizations, and the submission to the principle that the objectives of one section of unionists must not be prejudiced by another section.

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

No. 1.—Interstate Industrial Disputes, 1925 to 1929.

Disputes.	States Involved.	No. of Work-people Directly or Indirectly Involved.	No. of Working Days Lost.	Estimated Loss in Wages.
1925.				
Seamen—	New South Wales	1,303	25,326	£ 17,728
Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union, 12/6/25 to 7/8/25	Victoria ..	1,102	21,373	14,061
	Queensland ..	342	6,033	4,643
	South Australia ..	350	6,969	4,878
	Western Australia	235	4,557	3,190
	Tasmania ..	111	2,142	1,500
Total .. .. .	..	3,452	67,000	46,900
1926.				
Coal-mining—	New South Wales	13,000	442,000	530,400
Demand by Engine-drivers and Firemen for restoration of "margin for skill" reduced by award of Coal Tribunal (Mr. Hibble), 10/5/26 to 19/6/26	Victoria ..	1,794	60,994	73,195
	Tasmania ..	208	618	742
Total .. .. .	..	15,000	503,614	604,337
1927.				
Shipping—Waterside Workers—	New South Wales	4,979	31,080	24,325
Refusal to work overtime to force hearing of claims by Arbitration Court narrowed at finish to question of "pick-ups" 30/11/27 to 6/12/27	Victoria ..	4,759	29,582	23,152
	Queensland ..	3,572	22,297	17,452
	South Australia	3,299	20,593	16,112
	Western Australia	1,334	11,448	8,959
Total .. .. .	..	18,423	115,000	90,000
1928.				
Marine Cooks—	New South Wales	108	11,762	9,450
Demand by Union that the complement of cooks on s.s. <i>Ulmara</i> should be increased. 3/3/28 to 23/6/28				
Marine Cooks, Stewards, Seamen, &c.—	New South Wales	2,131	53,649	40,632
Sympathy with marine cooks — s.s. <i>Ulmara</i>	Victoria ..	893	14,908	12,037
	South Australia ..	992	8,461	7,202
Total .. .. .	..	4,016	77,016	66,831
1929.				
Waterside Workers—	New South Wales	2,640	(a) 49,250	42,750
Refusal of waterside workers to accept award of Commonwealth Court of Conciliation and Arbitration. 10/9/28 to 17/10/28	Victoria ..	2,840	86,000	75,000
	Queensland ..	2,100	58,300	49,500
	South Australia ..	1,900	40,500	34,800
	Western Australia	1,300	27,000	23,250
	Tasmania ..	200	3,050	2,600
Total .. .. .	..	10,980	264,000	227,900
1929.				
Timber Workers—	New South Wales	3,300	600,472	552,854
Refusal to work 48 hours per week as provided in award of Commonwealth Court of Conciliation and Arbitration. 1/2/29 to 2/10/29	Victoria ..	3,000	1,275,360	1,109,555
	to	17,000		
	South Australia ..	564	9,024	7,896
Total .. .. .	..	..	1,884,856	1,670,305

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

No. 2.—Interstate Industrial Disputes, 1925 to 1929.

Disputes.	States Involved.	Cause.	Result.	Method of Settlement.
Seamen, Interstate and overseas services, 12/6/25 to 7/8/25	All States	Demand for inclusion in each man's articles of conditions of Award rendered void by deregistration of Union	Demand conceded, together with other modifications of Award, conditionally on Union agreeing not to exercise job control	By conference of parties
Coalmining—Engine-drivers and Firemen, 10/6/26 to 10/6/26	New South Wales Victoria Tasmania	Demand for restoration of "margins" enjoyed over other designations engaged in the Coalmining Industry, which had been reduced by recent award of Coal Tribunal	Work resumed on old conditions pending resubmission of claims to Tribunal—which subsequently refused the claims	Referred to Coal Tribunal
Waterside Workers, 30/11/27 to 6/12/27	New South Wales Victoria Queensland South Australia Western Australia	Refusal to work overtime to force hearing of claims by Arbitration Court, narrowed at finish to question of "pick-ups"	Interim award granted by Court confirming practice re "pick-ups" obtaining at ports at date of filing of claims	Compulsory Conference by Commonwealth Court of Conciliation and Arbitration
Marine Cooks, 3/3/28 to 23/6/28	New South Wales	Demand by Union that complement of cooks on s.s. <i>Ulmaraea</i> should be increased	Work resumed on terms submitted by shipowners, who claimed the right of free selection of cooks	Negotiations between representatives of employers and employees
Marine Cooks, Stewards, Seamen, &c.	New South Wales Victoria South Australia	Sympathy with marine cooks, s.s. <i>Ulmaraea</i>	Work resumed on termination of marine cooks' dispute	
Waterside Workers, 10/9/28 to 17/10/28	New South Wales Victoria Queensland South Australia Western Australia Tasmania	Refusal of waterside workers to accept award of Commonwealth Court of Conciliation and Arbitration	Men decided to accept terms of Award and to apply for licences under Transport Workers' Act	By filling places with men licensed under Transport Workers' Act
Timber Workers, 1/2/29 to 2/10/29	New South Wales Victoria South Australia	Refusal to accept award of Commonwealth Court of Conciliation and Arbitration, following on Full Court's Order, declaring 48 hours per week as the standard hours in the industry	Award accepted in South Australia after short stoppage. Work resumed in Victoria during June after conference. Strike declared "off" in New South Wales in October	By round table conference with independent chairman in Victoria. Men's leaders declared strike "off" in New South Wales

§ 2. Fluctuations in Employment.

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

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

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 400,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, etc.). Very few unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. It may, therefore, be claimed that percentage results based on trade union information fairly show the general trend of unemployment.

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

2. Unemployment.—(i) *States, 1929.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs :—

Unemployment—States, 1929.

State.	Unions Reporting.		Unemployed.	
	Number	Members.	Number.	Percentage.
New South Wales	107	181,478	20,846	11.5
Victoria	76	113,740	12,740	11.1
Queensland	47	55,284	3,917	7.1
South Australia	60	38,100	5,979	15.7
Western Australia	58	26,386	2,633	9.9
Tasmania	34	9,105	1,244	13.4
Australia	382	424,093	47,359	11.1

(ii) *Australia, 1891 to 1930 (1st Quarter).*—The following table gives particulars for Australia for the years 1891 to 1930 (1st Quarter) in respect of :—

- (a) The number of unions for which returns as to unemployment are available.
- (b) The number of members of such unions.

(c) The number of members unemployed, and

(d) The percentage of members unemployed on total number of members.

Unemployment.—Australia—1891 to 1930 (1st Quarter).

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year ..	25	6,445	599	9.3
1896 " " ..	25	4,227	457	10.8
1901 " " ..	39	8,710	574	6.6
1907 " " ..	51	13,179	757	5.7
1908 " " ..	68	18,685	1,117	6.0
1909 " " ..	84	21,122	1,223	5.8
1910 " " ..	109	32,995	1,857	5.6
1911 " " ..	100	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	445,995	31,032	7.0
1928 " " ..	375	423,422	45,669	10.8
1929 " " ..	382	424,093	47,359	11.1
1928 1st Quarter ..	378	427,992	45,638	10.7
2nd " " ..	363	416,827	46,656	11.2
3rd " " ..	378	419,899	47,745	11.4
4th " " ..	379	428,970	42,637	9.9
1929 1st " " ..	375	420,756	39,159	9.3
2nd " " ..	376	409,503	40,996	10.0
3rd " " ..	388	433,388	52,480	12.1
4th " " ..	390	432,727	56,801	13.1
1930 1st Quarter ..	392	432,464	63,144	14.6

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

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

Employment index-numbers form a useful complement to figures showing the course of wages, prices, and purchasing-power of money, since they indicate the relative loss of time through lack of employment, and furnish a useful measure of the fluctuations of industrial activity regarded as a whole.

Unemployment.—Australia, Percentages and Index-Numbers, 1891 to 1929.

Particulars.	1891.	1901.	1911.	1913.	1914.	1919.	1921.	1922.	1923.	1924.	1925.	1926.	1927.	1928.	1929.
Percentage not returned as Unemployed Employment Index-No., 1911=1000	90.7	93.4	95.3	93.5	91.7	93.4	88.8	90.7	92.9	91.1	91.2	92.9	93.0	89.2	88.9
	952	980	1000	981	962	980	932	952	975	956	957	975	976	936	933

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

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

The figures show that there was a serious decline in employment during 1929 as compared with previous years, with the exception of the year 1921, when the highest percentage of unemployment of members of trade unions was recorded.

4. Unemployment by Industries.—(i) *Australia*, 1929.—The following table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, etc., and domestic, hotels, 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, 1929.

Industrial Group	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage
I. Wood, Furniture, etc. ..	15	15,059	1,949	12.4
II. Engineering, Metal Works, etc...	63	81,560	9,999	12.3
III. Food, Drink, Tobacco, etc. ..	51	34,266	3,541	10.3
IV. Clothing, Hats, Boots, etc. ..	21	38,027	4,083	10.7
V. Books, Printing, etc. ..	12	20,121	624	3.1
VI. Other Manufacturing ..	60	39,215	7,322	18.6
VII. Building ..	45	51,871	6,001	11.4
VIII. Mining, Quarrying, etc. ..	19	22,193	2,536	11.3
X. Land Transport other than Rail-way and Tramway services ..	12	15,754	1,348	8.6
IX., XI., XII., XIII., and XIV., Other and Miscellaneous ..	84	106,027	9,956	9.4
All Groups ..	382	424,093	47,359	11.1

(ii) *Australia, 1912 and Quarterly, 1928 and 1929.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed during each quarter of 1928 and 1929. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment.—Australia, Percentages by Industries, 1912, 1928, and 1929.

INDUSTRIAL GROUP.	1912. End of Year.	1928.				1929.			
		1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
I. Wood, Furniture, etc.	3.7	8.3	9.3	9.6	9.9	6.5	13.6	14.2	15.5
II. Engineering, Metal Works, etc.	7.4	13.5	12.5	12.2	12.9	11.2	9.4	13.2	15.4
III. Food, Drink, Tobacco, etc.	7.3	8.6	10.0	8.9	7.2	5.4	11.4	11.6	12.8
IV. Clothing, Hats, Boots, etc.	6.3	9.1	11.6	12.3	7.4	9.8	10.2	12.8	10.0
V. Books, Printing, etc.	2.8	2.8	2.6	3.1	2.4	2.6	3.2	3.4	3.3
VI. Other Manufacturing	6.9	16.0	17.9	17.5	16.2	13.8	17.9	20.7	22.1
VII. Building	5.5	11.7	12.6	11.2	8.7	10.6	8.8	11.9	14.3
VIII. Mining, Quarrying, etc.	5.6	20.8	17.4	20.1	17.1	13.2	12.0	11.3	8.6
X. Other Land Transport	1.1	6.3	7.1	8.1	7.2	7.6	8.4	9.3	9.0
IX., XI., XII., XIII., and XIV. Other and Miscellaneous	5.4	6.7	7.8	8.5	7.3	7.3	8.3	10.1	11.6
AUSTRALIA	5.6	10.7	11.2	11.4	9.9	9.3	10.0	12.1	13.1

5. *Unemployment—States.*—The results of the quarterly investigations as to unemployment in the years 1913 to 1924 were published in Labour Reports Nos. 1 to 19, and in the Quarterly Summary of Statistics, Nos. 70 to 118. The following table shows for each State the percentage of members of trade unions returned as unemployed during each quarter of the years 1925 to 1929:—

Unemployment.—States, Percentages Quarterly, 1925 to 1929.

Period.	N S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania	Australia.
1st quarter, 1925	13.2	7.7	5.1	3.6	5.8	5.5	9.3
2nd quarter, 1925	12.7	9.8	6.5	4.8	6.1	11.3	10.2
3rd quarter, 1925	7.8	9.9	5.4	5.1	6.0	9.3	7.9
4th quarter, 1925	10.1	7.1	9.2	3.6	5.5	5.6	8.1
1st quarter, 1926	8.4	7.3	12.8	5.0	6.9	13.6	8.2
2nd quarter, 1926	7.5	7.1	4.3	4.4	6.7	14.2	6.7
3rd quarter, 1926	7.4	7.3	8.2	6.6	9.2	15.0	7.6
4th quarter, 1926	6.2	4.2	8.5	4.4	5.8	12.6	5.7
1st quarter, 1927	7.0	4.9	6.5	3.7	5.3	6.2	5.0
2nd quarter, 1927	6.8	6.8	5.5	5.6	4.4	6.8	6.4
3rd quarter, 1927	5.3	8.1	5.5	8.9	7.1	11.2	6.7
4th quarter, 1927	9.1	9.8	6.2	10.7	4.0	10.1	8.9
1st quarter, 1928	11.8	10.6	7.7	13.1	5.2	13.3	10.7
2nd quarter, 1928	10.9	12.2	7.1	16.1	9.5	10.7	11.2
3rd quarter, 1928	11.9	11.2	6.8	17.6	8.3	8.2	11.4
4th quarter, 1928	10.6	9.6	6.4	13.3	9.2	10.0	9.9
1st quarter, 1929	9.7	8.0	7.1	13.2	8.5	8.7	9.3
2nd quarter, 1929	10.0	9.4	7.6	14.1	9.8	14.6	10.0
3rd quarter, 1929	12.4	13.0	6.2	17.8	9.6	15.0	12.1
4th quarter, 1929	13.8	13.5	7.4	17.8	11.8	15.1	13.1

6. Causes of Unemployment.—The following tables give, for Australia, the membership of the unions reporting and the number and percentage of those unemployed under three main heads for the four quarters of, and for the years, 1925 to 1929:—

Unemployment.—Australia, Causes, Quarterly and Yearly, 1925 to 1929.

Particulars.	No. of Members of Unions reporting.	Number of and Percentage Unemployed through—							
		Lack of Work.		Sickness and Accident.		Other Causes.		Total	
		No.	%	No.	%	No.	%	No.	%

1925.									
1st quarter ..	373,566	26,027	7.2	2,762	0.7	653	0.2	30,342	8.1
2nd quarter ..	342,174	29,242	8.6	2,805	0.7	493	0.1	32,040	9.4
3rd quarter ..	367,607	25,281	6.9	2,637	0.7	503	0.2	28,511	7.8
4th quarter ..	418,248	26,418	6.4	2,770	0.7	1,100	0.2	30,288	7.3
Year ..	374,174	26,967	7.2	2,619	0.7	710	0.2	30,296	8.1

1926.									
1st quarter ..	415,032	30,865	7.4	2,536	0.6	770	0.1	34,161	8.2
2nd quarter ..	369,894	21,745	5.9	2,498	0.7	677	0.2	24,920	6.7
3rd quarter ..	434,521	29,432	6.8	2,795	0.6	594	0.2	32,821	7.6
4th quarter ..	441,560	22,243	5.0	2,655	0.6	453	0.1	25,351	5.7
Year ..	415,252	26,081	6.3	2,621	0.6	624	0.2	29,326	7.1

1927.									
1st quarter ..	445,739	22,614	5.0	2,546	0.6	1,120	0.3	26,280	5.9
2nd quarter ..	455,133	25,313	5.7	2,967	0.6	537	0.1	29,217	6.4
3rd quarter ..	447,935	26,511	5.9	2,904	0.7	678	0.1	29,091	6.7
4th quarter ..	435,133	35,047	8.0	2,853	0.7	741	0.2	38,041	8.9
Year ..	445,935	27,493	6.2	2,793	0.6	743	0.2	31,032	7.0

1928.									
1st quarter ..	427,992	41,976	9.8	2,933	0.7	729	0.2	45,638	10.7
2nd quarter ..	416,827	43,200	10.4	2,847	0.7	600	0.1	46,656	11.2
3rd quarter ..	419,899	44,514	10.6	2,728	0.7	515	0.1	47,745	11.4
4th quarter ..	423,970	39,252	9.1	2,965	0.7	420	0.1	42,637	9.9
Year ..	423,422	42,235	10.0	2,868	0.7	566	0.1	45,669	10.8

1929.									
1st quarter ..	420,756	36,069	8.6	2,655	0.6	435	0.1	39,159	9.3
2nd quarter ..	401,698	37,307	9.3	2,299	0.6	352	0.1	39,958	10.0
3rd quarter ..	427,714	46,739	10.9	3,532	0.8	564	0.1	50,835	11.8
4th quarter ..	411,714	48,804	11.9	3,331	0.8	533	0.1	52,668	12.8
Year ..	415,470	42,230	10.2	2,967	0.7	471	0.1	45,668	11.0

7. **Seasonal Employment in Australia.**—An investigation concerning the extent of seasonal employment in Australia was made during 1928. The State Statisticians were requested to furnish brief reports regarding the industries and callings in their respective States subject to seasonal fluctuations, and from the reports received from these officials, supplemented by information from other sources, 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 Report, No. 19.

§ 3. State Free Employment Bureaux.

1. **General.**—As there is considerable diversity in the scope of the several State Employment Bureaux, as well as in the methods adopted for registration of applicants for employment, information in regard to these Bureaux obtained from reports received from the officers in charge in the respective States was published in Labour Report, No. 19. Particulars were given of the methods adopted in the several State offices concerning system of registration of applicants for employment, selection of applicants for vacant positions, systems in force for granting sustenance and food relief, and other information concerning the functions of the Bureaux.

The organization of the State Free Labour Bureaux in the several States is shown hereunder :—

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

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

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

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

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

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

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

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

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

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

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

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers received at the State Free Labour Bureaux in the various States during the years 1925 to 1929. The numbers of positions to which workpeople were sent are also shown :—

State Free Employment Bureaux.—Summary, Australia, 1925 to 1929.

Year.	Applications for Employment.			Applications from Employers Received during Period.	Positions filled.
	On Live Register at Beginning of Period.	Received during Period.	Total.		
1925	13,216	169,669	182,885	659,008	75,177
1926	11,669	192,109	203,678	667,397	84,273
1927	26,325	218,543	225,368	670,367	76,235
1928	28,799	287,834	296,633	679,197	78,274
1929	29,095	310,752	319,847	672,721	71,806

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

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

c Exclusive of Tas.

Compared with 1928 the number of applications for employment received during 1929 increased by 8.0 per cent., while the number of positions filled decreased by 8.3 per cent. In regard to applications from employers, the number received during 1929 shows a decrease of 8.2 per cent.

3. **Details for each State.**—The following table shows the number of applications for employment and from employers, and the number of positions filled in each State during the year 1929 :—

State Free Employment Bureaux.—Summary, States, 1929.

State.	Applications for Employment.			Applications from Employers Received during Year.	Positions filled.
	On Live Register at Beginning of Year.	Received during Year.	Total.		
New South Wales .. .. .	..	72,624	72,624	41,042	38,903
Victoria	1,732	39,541	41,273	4,926	4,735
Queensland .. .. .	..	102,557	102,557	11,142	11,107
South Australia	3,340	74,649	77,989	5,125	5,125
Western Australia	3,452	18,128	21,580	10,486	9,088
Tasmania	571	3,253	3,824	..	2,848
Total	29,095	310,752	319,847	672,721	71,806

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

(b) Exclusive of Tasmania.

A striking feature in the above table is the wide divergence between the number of persons registered for employment and the number of applications from employers for work-people. Mention is made in the reports from the Bureaux that, notwithstanding the facilities afforded for the engagement of workers, it is to be regretted that employers generally do not patronize the Bureaux to the extent that might be expected. In times of acute unemployment the activities of the exchanges increase greatly, as the engaging of persons for employment upon the special relief works provided by the various Governments is one of the main functions of the Bureaux.

4. **Details in Industrial Groups.**—The next table gives details for the year 1929 in industrial groups :—

State Free Employment Bureaux.—Summary, Industrial Groups, Australia, 1929.

Industrial Group.	Applications for Employment.			Applications from Employers Received during Year.	Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.		
I. Wood, Furniture, Saw-mill, Timber Workers, etc. ..	116	2,038	2,154	304	329
II. Engineering, Metal Works, etc. ..	213	10,777	10,990	905	954
III. Food, Drink, Tobacco, etc. ..	4	8,701	8,705	2,090	1,957
IV. Clothing, Hats, Boots, etc. ..	1	5,738	5,739	690	684
V. Books, Printing, etc. ..	8	642	650	133	97
VI. Other Manufacturing ..	28	1,107	1,135	142	101
VII. Building ..	533	24,442	24,975	2,550	2,840
VIII. Mining, Quarrying, etc.	31	1,434	1,465	108	211
IX. Rail and Tram Services	2,654	63,222	65,876	5,158	5,150
X. Other Land Transport	35	2,053	2,088	651	661
XI. Shipping, Wharf Labour, etc. ..	15	159	174	48	42
XII. Pastoral, Agricultural, Rural, etc. ..	60	20,316	20,376	10,333	9,978
XIII. Domestic, Hotels, etc.	21	11,615	11,636	10,828	8,286
XIV. General Labour and Miscellaneous ..	5,376	158,508	163,884	38,681	40,516
Total ..	9,095	310,752	319,847	572,721	71,806

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

(b) Exclusive of Tasmania.

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

The majority of the workers sent to employment by State Employment Bureaux during 1929 were unskilled men, the number of general labourers and miscellaneous workers (Group XIV.) being 40,516, or 56 per cent., of the total number provided with work. Domestic workers (Group XIII.), pastoral and agricultural labourers (Group XII.), and railway and tramway construction and repair workers were sent to employment in comparatively large numbers during the year. The number of skilled workers for whom positions were found was not large. As a general rule skilled workers do not register at the Bureaux until they have exhausted the usual avenues for obtaining employment in their regular trade. The great bulk of the workers who apply are unskilled, although skilled workers when they find that there is no employment in their own trade register for unskilled work.

5. **Details by Sexes.**—The following table gives particulars, for male and female workers separately, of the number of applications for employment, and from employers, and the number of positions filled in Australia during the year 1929.

State Free Employment Bureaux.—Details by Sexes, Australia, 1929.

Particulars.	Applications for Employment.			Applications from Employers Received during Year	Positions filled.
	On Live Register at Beginning of Year.(a)	Received during Year.	Total.		
Males	9,093	298,147	307,240	58,514	60,763
Females	2	12,605	12,607	14,207	11,043
Total	9,095	310,752	319,847	(b) 72,721	71,806

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

(b) Exclusive of Tasmania

6. **Quarterly Applications for Employment.**—The following table shows the number of applications for employment registered in each State during each of the quarters specified. A marked increase in the number of registrations occurred during the first quarter of 1930.

State Free Employment Bureaux—Registrations for Employment—States.

Period.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	All States.
1929.							
1st Quarter ..	18,668	8,668	25,630	16,541	3,381	554	73,442
2nd Quarter ..	18,918	11,187	21,494	17,733	3,610	963	73,910
3rd Quarter ..	17,901	10,731	27,200	19,801	7,131	829	83,693
4th Quarter ..	17,137	8,955	28,233	20,574	4,006	802	79,707
1930.							
1st Quarter ..	27,713	10,180	(a) 29,000	22,009	5,263	1,111	95,276

(a) Estimated.

§ 4. Assisted Immigration.

7. **General.**—The following table shows the number of immigrants the cost of whose passage was wholly or partly defrayed by the Commonwealth and State Governments up to the end of the year 1923, and the number arriving in each year since that date. Detailed information regarding the measures adopted by the Commonwealth and State Governments for the encouragement of suitable migrants to Australia may be found on reference to the *Official Year Book*.

Assisted Immigration.—Summary, Australia, to 31st December, 1929.

Particulars.	To end of 1923.	1924.	1925.	1926.	1927.	1928.	1929.	Total.
No. of Immigrants	914,436	25,036	24,827	31,260	30,123	22,394	12,943	1,061,019

For the three pre-war years 1911 to 1913 inclusive, the average number of assisted immigrants was 41,317. In 1914, as the result of the outbreak of war, the number dropped to 20,805. In each of the years 1915 to 1919 inclusive, the number was small, and in 1919 was only 245. Increases occurred in the years 1920 to 1923, and slight decreases in 1924 and 1925. The number for 1926 shows a considerable increase, and is the highest for any year since the outbreak of war, although it represents only 76 per cent. of the average for the three pre-war years. The figures for 1929 show a decline of 42.2 per cent. compared with those for 1928.

2. **Immigrants to each State.**—The next table shows the numbers of assisted immigrants arriving in each State during the year 1929 :—

Assisted Immigration.—States, 1929.

Particulars.		N.S.W.	Vic.	Q'land.	S. Aust.	W. Aust.	Tas.	Fed. Cap Ter.	Australia.
Selected	Male	571	508	316	2	1,156	3	..	2,556
	Female	437	270	106	74	317	2	..	1,206
Nominated	Male	2,000	836	412	193	729	32	6	4,208
	Female	2,423	990	458	257	774	64	7	4,973
Total ..		5,431	2,604	1,292	526	2,976	101	13	12,943

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

Assisted Immigration.—Sexes and Industrial Groups, Australia, 1929.

INDUSTRIAL GROUP.	SELECTED.			NOMINATED.		
	Males.	Females.	Total.	Males.	Females.	Total.
I. Wood, Furniture, etc. ..	..	..	..	52	..	52
II. Engineering, Metal Works, etc. ..	3	..	3	305	1	306
III. Food, Drink, Tobacco, etc. ..	1	..	1	82	16	98
IV. Clothing, Hats, Boots, etc. ..	..	..	..	88	177	265
V. Books, Printing, etc. ..	..	..	..	20	7	27
VI. Other Manufacturing ..	..	..	..	39	13	52
VII. Building ..	7	..	7	151	..	151
VIII. Mining ..	5	..	5	212	..	212
IX. Rail and Tramway Services ..	..	..	..	25	..	25
X. Other Land Transport ..	8	..	3	75	..	75
XI. Shipping, Wharf Labour, etc. ..	..	..	..	22	..	22
XII. Pastoral, Agricultural, etc. ..	2,527	22	2,549	608	2	610
XIII. Household, Hotels, etc. ..	..	1,177	1,177	13	1,012	1,025
XIV. General Labour and Miscellaneous ..	7	..	7	821	403	1,224
Dependents ..	3	7	10	1,694	3,342	5,036
Total ..	2,556	1,206	3,762	4,208	4,973	9,181

Of the total number of immigrants, 5,046, or 39 per cent., were dependents, of whom 66.4 per cent. were females. The total number of selected immigrants was 3,762, as compared with 9,181 who were nominated by relatives or friends. Of the total immigrants (12,943), 6,764 were males and 6,179 were females. With the exception of comparatively few dependents, the selected male immigrants were classified as agricultural and pastoral workers, while the selected females were classified as household workers. Workers in all classes of industry were represented amongst the nominated immigrants who arrived during the year. Skilled tradesmen classified in the engineering and metal-working group numbered 305. There were five selected males in addition to the 212 nominated immigrants, who were recorded as workers in the mining industry. Of the females, 1,012 were classified as household workers, while 177 were skilled workers in the weaving, clothing and allied trades.

§ 5. Industrial Accidents.

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

2. **Number of Accidents reported.**—The following table shows the number of accidents reported in each State during the years 1924 to 1929:—

Industrial Accidents.—Numbers, 1924 to 1929.

Particulars.		N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total
No. of Fatal Accidents	1924 ..	49	18	12	8	18	1	96
	1925 ..	58	12	13	6	19	6	114
	1926 ..	68	23	11	18	16	7	143
	1927 ..	66	26	6	11	34	6	149
	1928 ..	55	9	18	8	6	3	97
	1929 ..	65	20	15	10	11	16	137
No. of Accidents Incapacitating for over 14 days	1924 ..	1,061	473	545	299	259	104	2,741
	1925 ..	992	453	428	266	415	78	2,632
	1926 ..	845	523	292	331	694	67	2,752
	1927 ..	(a) 2,771	750	325	359	683	89	4,968
	1928 ..	3,903	706	273	303	354	66	5,605
	1929 ..	6,061	855	325	264	340	56	7,701

(a) *Vide* remarks below.

Compared with the previous year, the number of fatal accidents reported in 1929 showed an increase. Fatalities were more numerous in all States with the exception of Queensland. The number of non-fatal accidents increased in New South Wales and Queensland, but decreased in the other States, the total for Australia being 7,701 in 1929, compared with 5,605 in 1928, an increase of 37 per cent.

The large increase in the number of accidents recorded in New South Wales during 1927, 1928 and 1929, was due to an amendment of the Act which provided that all accidents which prevented workers from returning to work within seven days must be reported. The figures for this State are, therefore, not exactly comparable with those for other States. It is also mentioned that the definition of a non-fatal accident is not on uniform lines in all States.

3. Accidents in Industrial Groups.—The next table gives the number of accidents in industrial groups for Australia during 1929.

Industrial Accidents.—Number Reported in Industrial Groups, Australia, 1929.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	7	611
II. Engineering, etc.	10	1,748
III. Food, Drink, etc.	7	781
IV. Clothing, Hats, etc. .. .. .	..	290
V. Books, Printing, etc.	2	343
VI. Other Manufacturing	10	1,549
VII. Building and Scaffolding	19	59
VIII. Mining	(a)78	(a)2,063
IX. Lifts	3	16
X. Miscellaneous	1	241
Total	137	7,701

(a) Includes 5 fatal and 1,296 non-fatal accidents in ore-dressing, smelting, and metallurgical works in New South Wales.

(b) Vide remarks on previous page.

As usual, the largest number of accidents both fatal and non-fatal occurred in the mining industry, the percentages being 57 for fatal and 27 for non-fatal on the respective totals recorded for all industrial accidents.

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

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments and to Inspectors of Factories concerning accidents in metallurgical works, etc., in each State during the year 1929.

Mining Accidents.—Classification according to Causes, 1929.(a)

A.—Fatal Accidents.

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	1	..	..	4	..	..	6
.. .. Falls of Ground ..	8	2	..	1	2	1	9
.. .. Falling down shafts, etc. ..	..	..	1	..	2	..	2
Other Accidents .. .. .	..	..	..	..	2	..	3
2. Above Ground—							
Accidents caused by machinery in motion ..	1	..	..	1	1	..	3
Other Accidents	4	8	1	..	..	14	27
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.	..	..	..	..	..	1	1
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.) ..	1	..	..	..	..	..	1
Accidents caused by Falls of Earth ..	8	1	1	..	1	..	11
Other Accidents	3	1	2	..	3	..	9
2. Above Ground—							
Accidents caused by Machinery in Motion	1	..	..	..	..	..	1
Other Accidents	1	..	..	..	..	..	1
Total	23	12	5	6	11	16	73

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

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

Cause of Accident.	(a) N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	(b) Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives .. ..	..	..	..	3	9	..	12
" " Falls of Ground .. ..	..	..	1	2	6	7	15
" " Falling Down Shafts, etc.	1	..	..	..	14	..	15
Other Accidents .. ..	..	..	20	7	113	17	157
2. Above Ground—							
Accidents caused by Machinery in Motion	1	..	..	3	10	2	16
Other Accidents	2	11	8	6	55	20	102
3. Accidents in Batteries, Ore-dressing, Smel- ing and other Metallurgical Works, etc.	1	..	6	156	9	10	182
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) .. ..	..	..	1	..	..	..	1
Accidents caused by Explosives (Dyna- mite, etc.) .. ..	..	..	2	..	2	..	4
Accidents caused by Falls of Earth .. ..	..	6	27	..	18	..	51
Other Accidents .. ..	..	1	108	..	82	..	189
2. Above Ground—							
Accidents caused by Machinery in Motion .. ..	..	1	..	..	..	..	1
Other Accidents .. ..	..	..	13	..	9	..	22
Total	(a)5	19	184	177	326	56	767

(a) Complete reports not available. (b) Exclusive of New South Wales. 1,296 accidents were reported in ore-dressing, smelting and metallurgical works in New South Wales during 1929.

The number of mining accidents occurring below ground in Australia, excluding non-fatal mining accidents in New South Wales regarding which complete reports are not available, was more than those occurring above ground during 1929, the respective figures for the year being 40 fatal and 444 non-fatal accidents below ground, and 33 fatal and 323 non-fatal accidents above ground. The number of non-fatal accidents reported in connexion with mining, ore-dressing, smelting, and metallurgical works during the year, including accidents in ore-dressing, smelting and metallurgical works in New South Wales, was 2,063.