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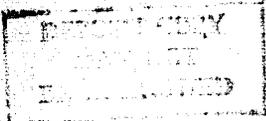
COMMONWEALTH BUREAU OF CENSUS AND STATISTICS,

CANBERRA.

*Tabulation: Industry & Grade
for States and Territories in
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THE NATIONAL REGISTER, 1939.

(File No 22/1/1/3 etc.)



Interim Statistical Summary.

(Full detail for the Commonwealth and each State are available in manuscript. For reasons of economy in labour and materials these will not be printed at present).

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*Original draft and
1 typed copy on
file 45/44 - National
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Also on same file 3 copies
of Notes on Tabulations
of the Wealth Census 1939.*



(Note: The statistics included herein relate solely to those men aged 18 to 64 years who completed National Register Cards.)

In general no adjustments are possible in respect of men who did not complete cards, consequently they are excluded from the tables herein - except in certain general summaries where special notes are made.

The ratio of the number who supplied cards to the estimated number of males aged 18 - 64 in each State is shown in Table 1.)

1. Introduction.

The National Registration Act 1939 (No. 11 of 1939) provided for the taking of Censuses for the purpose of National Registration, for the establishment of a National Register, and for other purposes. It provided for the appointment of a National Register Board, to consist of a representative of the Department of Defense as Chairman, a representative of the Department of Supply and Development, and the Commonwealth Statistician; and for the appointment of an Executive Officer.

Section 15 of the Act provided that -

"A Census or Censuses of male persons or classes of persons who have attained the age of eighteen years and have not attained the age of sixty-five years and a Census of Property shall be taken in such States, Territories, or parts of the Commonwealth and on such day or days or within such period or periods as the Governor-General by Proclamation directs."

In pursuance of this provision a census of males aged eighteen to sixty-five years and a census of property were taken, the collection commencing in July, 1939. Most of the returns were completed in July and August, 1939.

The following statement presents a summary of statistical information obtained from the man-power Census.

Each man liable to register was required to supply personal particulars on an individual card made available (with a post-free envelope) at every Post Office. A specimen of the card is annexed hereto; together with the "Instructions for Filling in Personal Card" which were issued with the cards.

Registration cards were completed by 2,075,507 males aged from 18 to 64 years, which number was 94.2 per cent. of the estimated male population of these ages at 30th June, 1939. In the various States and Territories the estimated cover varied from 88.7 per cent. in Western Australia to 98.9 per cent. in Australian Capital Territory. The following table summarises the position by States and Territories.

Table 1. - National Register, 1939
Proportions Registered by States

State or Territory	Total Males 18 to 64 years Registered (National Register)	Estimated Male Population 18-64 years at 30th June, 1939	Proportion of Males Registered per cent.
New South Wales ..	821,915	866,380	94.9
Victoria	553,190	582,960	94.9
Queensland	310,188	334,090	92.8
South Australia ..	180,617	189,160	95.5
Western Australia ..	136,264	153,700	88.7
Tasmania	66,302	70,350	94.3
Australian Capital Territory	4,351	4,400	98.9
Northern Territory ..	2,680	3,020	88.8
AUSTRALIA:	2,075,507	2,204,060	94.2

As the National Register was collected mainly in July and August, 1939 the number registered is not strictly comparable with the male population aged between 18 and 65 years of age at 30th June, 1939. Analysis of its age distribution suggests that the number registered at age 18 years is somewhat greater than the estimated male population of that age probably because of the inclusion of youths who reached 18 years during the period of collection. The number registered at age 64 years appears to be appreciably less than the estimated number of that age.

Comparison is made above with the estimated population at 30th June, 1939 as being the nearest date at which estimates of the Australian population were available by individual ages. The majority of the National Register returns were received in July, 1939.

The estimated total population of Australia at 30th June, 1939 of all ages and both sexes was as follows:-

Age	Males	Females	Total
Under 18 years ..	1,073,335	1,035,150	2,108,485
18 to 64 years ..	(a) 2,204,064	2,146,157	4,350,221
65 years and over ..	241,257	260,926	502,183
Total:	3,518,656	3,442,233	6,960,889

The National Register relates to 94.2% of the part of the population listed (a) in the above table.

/Is the

In the following pages, except in comparisons where it is specifically stated otherwise, the figures relate to number of males registered only and not to total males aged 18-64 years. In making interstate comparisons or in considering State or Commonwealth totals regard should be paid to the estimated deficiencies shown in Table 1.

2. Ages.

NATIONAL REGISTER, 1939 - INDIVIDUAL AGES BY STATES

(Registered Males only) (a) Including A.C.T. and N.T.

Age last Birthday	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	AUSTRALIA (a)
18	25,819	16,656	9,729	5,600	3,815	2,183	64,011
19	23,016	15,192	8,795	5,112	3,574	1,985	57,880
18-19							
20	22,052	14,088	8,400	4,985	2,968	1,888	54,569
21	23,196	14,555	8,912	5,044	3,248	1,981	57,187
22	23,401	15,194	8,780	5,005	3,551	2,005	58,188
23	23,166	14,856	8,716	5,126	3,583	1,959	57,643
24	23,986	15,339	9,204	5,198	3,852	2,025	59,822
20-24							287,109
25	23,458	15,501	9,029	5,290	3,907	2,120	59,540
26	22,846	15,112	8,827	5,087	3,870	1,976	57,922
27	22,290	14,531	8,462	4,917	3,634	1,864	55,901
28	22,740	14,773	8,625	4,811	3,839	1,945	56,961
29	22,349	14,745	8,727	4,694	3,758	1,899	56,350
25-29	113,683	74,662	43,670	24,799	19,008	9,804	286,684
30	21,230	14,056	8,216	4,641	3,812	1,789	53,938
31	20,368	13,904	7,892	4,411	3,920	1,711	52,382
32	20,513	13,899	8,077	4,305	3,857	1,755	52,879
33	19,869	13,713	7,637	4,426	3,738	1,619	51,184
34	20,037	14,068	7,616	4,247	3,902	1,685	51,710
30-34	102,017	69,640	39,438	22,020	19,222	8,559	261,793
35	18,859	13,520	7,365	4,090	3,896	1,580	49,467
36	17,360	12,831	6,862	3,856	3,747	1,424	46,242
37	17,438	12,481	6,852	3,807	3,578	1,410	45,729
38	18,966	13,845	7,652	4,055	3,819	1,512	50,015
39	19,066	13,841	7,876	4,027	3,753	1,503	50,241
35-39	91,689	66,518	36,607	19,835	18,793	7,429	241,694
40	16,322	12,026	6,499	3,629	3,159	1,264	43,053
41	15,455	11,058	6,071	3,307	2,645	1,138	39,827
42	16,232	11,553	6,398	3,461	2,646	1,284	41,767
43	15,532	11,456	6,139	3,471	2,455	1,222	40,420
44	15,774	11,536	6,123	3,640	2,390	1,199	40,821
40-44	79,315	57,629	31,230	17,508	13,295	6,107	205,888
45	16,843	12,159	6,433	3,771	2,700	1,230	43,292
46	16,129	11,247	6,222	3,501	2,449	1,189	40,880
47	15,964	11,196	5,865	3,582	2,376	1,142	40,252
48	16,967	11,568	6,272	3,714	2,476	1,242	42,383
49	17,392	11,488	6,359	3,795	2,420	1,335	42,923
45-49	83,295	57,658	31,151	18,363	12,421	6,138	209,730
50	17,579	11,425	6,326	3,740	2,509	1,265	42,960
51	15,857	9,910	5,702	3,571	2,171	1,052	38,382
52	16,015	10,019	5,758	3,628	2,252	1,165	38,951
53	15,315	9,419	5,245	3,370	2,047	1,087	36,581
54	14,984	9,348	5,256	3,326	2,088	1,094	36,207
50-54	79,750	50,121	28,287	17,635	11,067	5,663	193,081
55	13,558	8,589	4,663	3,068	1,975	998	32,938
56	12,593	7,879	4,340	2,895	1,875	930	30,593
57	11,968	7,600	3,976	2,780	1,820	913	29,130
58	12,488	7,992	4,191	2,785	2,022	1,016	30,569
59	11,817	7,682	4,033	2,589	1,942	944	29,075
55-59	62,424	39,742	21,203	14,117	9,634	4,801	152,305
60	10,540	6,981	3,705	2,259	1,756	810	26,122
61	8,944	6,100	3,085	2,135	1,519	741	22,573
62	8,890	6,144	3,211	2,084	1,656	734	22,763
63	8,395	6,121	2,995	1,972	1,609	714	21,861
64	8,118	5,621	2,826	1,725	1,552	706	20,581
60-64	44,887	30,967	15,822	10,175	8,092	3,705	113,900
Not Stated	219	373	244	85	134	70	1,132

A comparison of the total males recorded at each age with the number recorded at the Census of 1933 (i.e. each age group with the Census age group 5 years younger) shows that with the following exceptions the relative distribution by ages was fairly correctly stated.

On account of the well known tendency of persons whose age is within a year or so of 30, 40, etc. to give their ages to the nearest 10, the age group of 40 was overstated for Australia by about 1,500, while 39 was understated by about 500, and 41 by about 1,000; and the age of 50 overstated by about 4,000, while 49 and 51 were understated by about 1,000 and 3,000 respectively. No marked similar tendency is observable at 20, 30, or 60.

Comparison with the Census also suggests that the age group of 45 years was overstated by about 1,500 at the expense of the 44-year-olds.

It also appears that the 18-year-olds were overstated by about 1,000; and the 65-year-olds understated by about 2,000. These two latter deviations are probably explained by the period over which the Census was taken; boys turning 18 during the period of collection would have made returns, and thus inflated the lowest age group, while on the other hand there must have been a tendency for males approaching 65 years to postpone furnishing their returns until such time as they ceased to be liable for registration.

4. CONJUGAL CONDITION:**NATIONAL REGISTER 1939 - CONJUGAL CONDITION BY STATES.**

(Registered Males aged 18-64 only)

Conjugal Condition	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	AUSTRALIA (a)
Never Married	290,065	199,266	123,026	63,382	50,977	23,512	753,441
Married ..	507,152	339,341	179,353	112,629	81,539	40,903	1,264,529
Widowed ..	18,514	11,690	6,652	3,713	2,820	1,539	45,066
Divorced ..	6,184	2,893	1,151	893	926	349	12,471
TOTAL:	821,915	553,190	310,182	180,617	136,264	66,303	2,075,507

(a) Including Australian Capital Territory and Northern Territory.

The proportions of males aged 18 to 64 years of each conjugal condition for Australia were:- never married 36.3%, married, 60.9%, widowed 2.2%, divorced 0.6%. Compared with the Census of 1933, there was an increase in married from 57.6% to 60.9% and a decrease in never married from 39.5% to 36.3%.

The increased proportion of married men was caused partly by the increasing average age of the population, but chiefly by a real increase in the proportion of married men in each age group. The latter factor is probably due to marriages having been delayed by the economic depression at the time of the Census in 1933. Widowers showed no significant change, but divorced men increased from .30% to .99% of the total number married. The proportion of divorces to married men varied considerably in the different states being as follows:- New South Wales, 1.22%, Victoria, .85%, Queensland, .64%, South Australia, .79%, Western Australia, 1.14%, Tasmania .69%. In Canada, the National Register of 1940 showed divorced men as .54% of married men.

5. HEALTH AND PHYSICAL DISABILITIES:

NATIONAL REGISTER 1939 - HEALTH AND PHYSICAL DISABILITIES BY STATES.

(Registered Males Aged 18-64 only)

Particulars	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	AUSTRALIA (a)
General Health-							
Good	550,822	363,164	203,497	122,530	94,638	40,596	1,380,714
Indifferent ..	221,632	158,925	88,503	49,093	34,373	20,846	574,684
Bad	44,002	27,073	16,207	7,838	6,046	4,295	105,653
Not Stated ..	5,459	4,028	1,981	1,156	1,206	565	14,456
Physical disabilities-							
None or not stated	735,910	493,095	275,745	159,929	119,286	58,911	1,849,266
Loss or substantial loss of -							
One hand or arm	4,064	3,206	1,717	1,197	1,214	483	11,910
Both hands or arms	85	39	43	16	13	13	209
One foot or leg	5,283	3,257	2,357	1,120	899	378	13,233
Both feet or legs	384	166	172	58	36	16	837
One eye ..	8,816	6,495	3,644	2,194	1,838	781	23,796
Both eyes ..	684	385	243	153	110	64	1,643
Deaf and Dumb ..	353	208	118	87	45	25	837
Other major permanent ..	3,556	2,953	1,266	1,049	474	420	9,717
Other minor permanent ..	62,776	43,386	24,983	14,324	12,348	5,271	164,059
TOTAL:	821,915	553,190	310,188	180,617	156,264	66,302	2,075,507

(a) Including Australian Capital Territory and Northern Territory.

General Health: Registrants were required to indicate their general health under one of the three heads "Good", "Bad", "Indifferent". Out of the total of 2,075,507 men, 105,653, or 5.1 per cent., indicated that their general health was bad. With 574,684 men who stated that their health was "indifferent", they made up a total of 32.7 per cent. who suffered from bad or indifferent health. The Canadian National Register in 1940 showed 6.0 per cent. of men as suffering from bad health, compared with the Australian 5.1 per cent., but it should be noted that the Canadian experience included men over 65 years of age who were excluded from the Australian figures.

Western Australia had the lowest proportion of persons suffering from bad or indifferent health, followed by South Australia; while Tasmania had the highest proportions.

Percentages of all men registered in the various States recorded as suffering from bad or indifferent health were:-

	N.	V.	Q.	S.A.	W.A.	T.	AUST.
Bad health ..	5.4	4.9	5.2	4.3	4.4	6.5	5.1
Indifferent health	26.9	26.8	28.0	27.2	25.2	31.4	27.6

Physical

Physical Disabilities: 226,241 men, or 10.3 per cent. of the total men registered stated that they suffered from permanent physical disabilities, but of these only 62,182, or 3.0 per cent. were classed as major disabilities. Loss of a limb or limbs accounted for 25,189, of the latter; and 23,798 had one eye blind or practically blind. Both eyes were blind, or practically blind, in 1643 cases. As the National Register is known to be deficient by about 6% of the total, there appear to be approximately 1,750 men blind or practically blind. The Census of 1933 recorded 1,110 males between 18 and 64 years as totally blind; which suggests that, unless the incidence of blindness has increased, 650 (approximate) of the above 1,750 men had slight sight and the rest were totally blind. The number of deaf-mutes, 837, the registration of whom was probably more complete than for other men, agrees very closely with the number who might have been expected from the 1933 Census results.

6. DEPENDENT CHILDREN:

NATIONAL REGISTER 1939 - REGISTERED MALES AGED 18 TO 64 YEARS
WITH DEPENDENT CHILDREN UNDER 16 YEARS, BY STATES.

Number of dependent children	New South Wales	Vic-toria	Queens-land	South Aus-tralia	Western Aus-tralia	Tas-mania	AUSTRALIA (a)
None or not stated	498,334	341,725	190,674	112,465	81,224	38,548	1,267,626
1	136,199	91,796	47,023	30,122	21,617	10,553	338,302
2	97,047	64,561	35,827	20,665	17,201	7,859	243,925
3	47,286	30,533	19,177	9,539	8,792	4,440	120,108
4	23,160	13,487	9,543	4,387	4,200	2,385	57,301
5	10,941	6,092	4,439	1,694	1,871	1,267	26,579
6	5,271	2,879	2,106	877	820	665	12,650
7	2,285	1,284	894	402	357	364	5,603
8	939	539	327	176	125	136	2,250
9	326	190	123	64	42	62	811
10 and over	127	104	55	26	15	23	352
TOTAL:	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507

(a) Including Australian Capital Territory and Northern Territory.

Out of the 2,075,307 males who registered, 807,881 had children under 16 years of age dependent upon them. These dependent children would have numbered about 1,692,600, or a total of 1,797,000 children dependent on males if allowance is made for the deficiency in the National Register returns. This figure is an increase on the number 1,788,255, which the Census of 1933 showed as dependent upon males under 65 years of age. Comparison is as follows:-

ESTIMATED NUMBER OF CHILDREN DEPENDENT UPON MALES 18 TO 64 YEARS OF AGE.

In families of -	Census 1933 (a)	National Register 1939 (b)	Increase or Decrease	Percentage Increase or Decrease
1	296,943	359,122	+ 62,179	+ 21.0
2	460,826	517,680	+ 57,054	+ 12.4
3	391,560	382,503	- 9,057	- 2.3
4	275,976	243,316	- 32,660	- 11.8
5	172,300	141,075	- 31,225	- 18.1
6	102,918	80,568	- 22,350	- 21.7
7	52,143	41,636	- 10,507	- 20.2
8	23,288	19,112	- 4,176	- 18.0
9	8,595	7,749	- 846	- 9.9
10 and over	3,706	3,820	+ 114	+ 3.1
TOTAL:	1,788,255	1,796,781	+ 8,526	+ 4.8

(a) Including males of unspecified age, and a few 15-17 years of age.

(b) Adjusted on assumption 94.2% of males 18-64 years were registered.

7. NATIONALITY:

NATIONAL REGISTER 1939 - NATIONALITY BY STATES.

Nationality	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	AUSTRALIA (a)
British, natural born ..	802,397	539,677	296,046	177,104	127,682	65,986	2,015,625
British, naturalised, born in-							
Denmark ..	352	188	393	69	90	12	1,111
Germany ..	838	635	1,590	402	184	35	3,698
Greece ..	677	496	684	194	353	9	2,635
Italy ..	2,090	1,602	3,590	491	1,710	28	9,548
Poland ..	821	605	68	16	66	3	1,601
Russia ..	566	433	508	38	115	6	1,676
Yugoslavia ..	288	70	198	38	920	-	1,516
Other European-Countries ..	1,991	1,019	1,209	479	563	43	5,341
Asia ..	269	97	146	55	33	7	613
Africa ..	39	26	17	6	11	-	101
America ..	198	92	99	27	33	7	464
Polynesia ..	71	3	6	-	2	-	82
At Sea ..	3	2	3	2	-	1	11
Not Stated ..	20	13	20	5	1	1	60
Total Naturalised	8,423	5,281	8,551	1,822	4,081	152	28,457
Total British Subjects:	810,820	544,958	304,597	178,926	131,763	66,140	2,044,082
Foreign nationality-							
Chinese ..	1,140	596	311	25	139	21	2,246
German ..	1,195	642	235	199	114	13	2,603
Greek ..	1,576	1,096	601	302	902	12	4,522
Italian ..	2,333	2,519	2,120	615	1,449	59	9,124
Polish ..	327	907	36	16	58	4	1,351
United States of America ..	646	261	127	36	70	6	1,156
Yugoslavian ..	438	169	183	80	1,051	-	1,925
Others ..	3,440	1,842	1,978	418	718	48	8,498
Total Foreign Nationality:	11,095	8,232	5,591	1,691	4,501	162	31,425
TOTAL:	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507
Percentage of total:-							
Foreign born..	2.37	2.44	4.56	1.95	6.30	.47	2.69
Foreign nationality ..	1.35	1.49	1.80	.94	3.30	.24	1.51

(a) Including Australian Capital Territory and Northern Territory.

It will be seen from the above table that 97.12 per cent. of the males registered were of British birth. Western Australia had the highest proportion of foreign born (6.30%) followed by Queensland (4.56%), Victoria and New South Wales (about 2½%) and Queensland (about 2%), while Tasmania had least (0.47%). Slightly less than half of the total foreigners had become naturalised British subjects, and this was substantially the position in all States except Queensland and South Australia where more than half of the foreign born had been naturalised.

The following table shows the main groups of persons of foreign birth, the percentage of each group who had been naturalised, and the proportion of the Australian total who resided in each State:-

PRINCIPAL FOREIGN GROUPS - NATURALISED AND UNNATURALISED.

Nationality	Total Number	Percentage Naturalised	Percentage of Australian Total in each State					
			New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania
Italian ..	18,672	51.1	23.7	22.1	30.6	5.9	16.9	.5
Greek ..	7,157	36.8	34.3	22.2	18.0	6.9	17.5	.3
German ..	6,301	58.6	32.2	23.4	28.9	9.5	4.7	.8
Yugoslavian ..	3,441	44.0	21.1	6.9	11.1	3.4	57.3	-
Polish ..	2,952	54.2	38.9	51.2	4.2	1.1	4.2	.2
Russian ..	2,340	71.6	35.7	23.6	30.6	2.2	6.2	.5
Chinese ..	2,321	3.2	50.0	26.2	14.2	1.1	6.8	1.0
Danish ..	1,571	70.8	35.1	18.6	29.3	6.6	8.4	1.1
United States of America ..	1,553	25.6	53.1	21.9	12.8	3.8	6.4	.3
Swedish ..	1,456	64.0	38.3	21.6	16.4	11.5	9.8	1.4
Austrian ..	1,220	29.4	50.3	29.2	7.1	5.1	6.7	1.1
Finnish ..	1,109	45.5	31.9	15.4	36.8	7.0	7.8	.7
Norwegian ..	1,068	58.3	38.1	21.5	14.4	12.7	11.3	1.2
Albanian ..	1,016	15.6	4.4	33.4	28.8	1.3	22.0	-
Other ..	7,705	47.0	43.9	17.7	23.7	6.0	7.6	.5
TOTAL:	59,852	47.5	32.6	22.6	23.6	5.9	14.3	.5

18,672 Italians head the list, followed by 7,157 Greeks and 6,301 Germans. Other foreign groups were much smaller.

Russians, Danes and Swedes had been naturalised in the greatest proportions (71.6, 70.8, and 64.0 per cent. respectively); while at the other extreme were Chinese and Albanians (3.2 and 15.6 per cent. respectively).

A number of the foreign groups tended to concentrate more in some States than others. Preference was shown for States by various groups as follows:-

New South Wales .. Americans, Austrians, Chinese, Poles, Swedes, Norwegians.
 Victoria .. Poles, Albanians, Austrians.
 Queensland .. Albanians, Finns, Italians, Russians, Danes, Germans.
 South Australia .. Norwegians, Swedes, Germans.
 Western Australia Yugoslavians (more than half the total were in Western Australia), Albanians.

6. OCCUPATION

NATIONAL REGISTER 1939 - OCCUPATION BY STATES

Occupation in Industrial Group	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Australia (a)
Fishing and Trapping 1 ..	3,462	1,653	1,344	1,518	639	453	9,097
Agriculture, Pastoral & Dairying 2 ..	136,166	97,245	87,808	41,606	30,034	16,476	409,992
Forestry 3 ..	5,540	4,617	4,095	1,028	2,630	1,524	19,493
Mining and Quarrying 4 ..	23,704	6,476	7,133	1,214	10,621	2,591	52,075
Factories and Workshops:- Stones, Earthenware etc. 5 ..	6,918	4,593	963	1,433	1,023	301	15,278
Chemicals, Explosives etc. 6 ..	2,465	3,329	245	653	292	120	7,105
Metal-working 7 ..	78,170	50,143	16,403	16,884	8,665	3,995	174,552
Vehicle, Inc. Aeroplanes 8 ..	4,620	4,853	1,851	3,010	762	281	15,395
Ship-building 9 ..	1,819	344	232	110	53	47	2,607
Jewellery, watchmaking 10 ..	1,530	1,629	412	351	199	72	4,194
Textiles (Not clothing) 11 ..	3,626	5,932	320	343	127	355	10,704
Clothing and Dress 12 ..	10,440	13,304	2,363	1,652	962	457	29,214
Leather, Skins 13 ..	3,589	4,213	987	643	330	150	9,917
Shoer 14 ..	1,871	1,880	342	163	86	47	4,389
Food, Drink, Tobacco 15 ..	15,216	13,794	8,582	4,279	2,394	1,286	45,591
Wood and Furniture 16 ..	14,695	10,502	6,496	2,968	2,549	2,006	39,257
Paper, printing, photography 17 ..	9,887	7,895	2,370	1,390	1,107	696	23,516
Other 18 ..	2,800	2,220	544	427	271	176	6,443
Total factories etc.:	157,654	124,631	42,110	34,306	19,820	9,989	388,163
Building 19 ..	49,007	32,572	15,521	9,391	6,255	3,496	116,837
Construction of roads etc. 20 ..	20,354	11,937	12,938	4,671	4,847	1,735	56,746
Gas, Water, Electricity 21 ..	12,177	8,724	4,545	2,596	2,500	1,149	31,814
Transport and Communication 22 ..	79,215	45,572	27,988	15,825	12,770	5,638	187,511
Commerce and Finance 23 ..	102,026	75,946	31,795	23,025	15,090	6,357	254,414
Public Administration etc. 24 ..	93,925	66,065	30,615	19,668	15,899	6,227	234,693
Entertainment and Sport 25 ..	7,208	4,512	2,225	1,283	944	420	16,648
Personal and Domestic Service 26 ..	22,723	15,436	6,435	3,898	3,631	1,267	53,728
All-defined and unspecified 27 ..	73,845	36,912	25,528	14,165	6,979	6,316	164,401
Total Breadwinners:	787,006	532,298	300,080	174,194	131,659	63,638	1,995,811
Not gainfully occupied	34,909	20,892	10,108	6,423	4,605	2,664	79,696
TOTAL:	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507

(a) Including Australian Capital Territory and Northern Territory

The degree of industrialisation in the various States is well demonstrated in the above table. The following summary shows the division between primary, secondary and tertiary occupations according to States.

Occupation	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Australia
Primary ..	176,182	111,092	104,708	46,028	48,280	22,577	509,971
Secondary ..	258,754	178,333	78,983	47,970	26,678	13,976	606,309
Tertiary ..	281,418	193,159	92,833	60,138	45,253	18,230	694,655
	716,354	482,583	276,524	154,136	120,211	54,783	1,810,938
Other ..	105,561	70,607	33,664	26,481	10,053	11,519	264,872
TOTAL	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507

For the purposes of this table "primary" includes fishermen and trappers, and occupations connected with agriculture, pasturing, dairying, forestry, mining and quarrying; "secondary" includes besides factory and workshop occupations, persons engaged in building, construction of roads, railways etc. and in gas, water and electricity undertakings; "tertiary" are those remaining other than "ill-defined and unspecified" and "not gainfully occupied", which are included in "other". "Tertiary" consist of transport, public administration, professional and personal services.

If occupations under the heading "other" are excluded and totals for "primary", "secondary" and "tertiary" taken as percentages of the total for each State, an interesting comparison can be made.

State	Primary	Secondary	Tertiary
New South Wales ..	24.6	36.1	39.3
Victoria ..	23.0	37.0	40.0
Queensland ..	37.9	28.6	33.5
South Australia ..	29.9	31.1	39.0
Western Australia ..	40.2	22.2	37.6
Tasmania ..	41.2	25.5	33.3
AUSTRALIA;	28.2	33.5	38.3

As is to be expected Victoria, New South Wales and South Australia are the three States in which the highest proportions of the male population are engaged in secondary industries. Next in order are Queensland, Tasmania and Western Australia. From this it might be expected that the States with the

greatest percentage of population engaged in primary production would be Western Australia, Tasmania and Queensland and this is borne out in the table. It will be noted, however, that Western Australia has a smaller percentage occupied with both primary and secondary production than Tasmania. This is probably due partly to the large amount of transport needed in connection with the wheat and gold producing industries which require long hauls to the coast. In fact, it is so marked that the percentage included under the heading "tertiary" for Western Australia is very little less than the percentages under that head for the more highly industrialised States.

In the agricultural, pastoral and dairying group, Queensland has by far the biggest percentage engaged. In that State, the proportion is some 29 per cent. For Tasmania, South Australia, Western Australia, Victoria and New South Wales, the figures are 25, 23, 22, 17 and 16 respectively. The percentage engaged in mining in Western Australia (9.6) is considerably above those in Tasmania (5.0) and New South Wales (3.4) although in absolute numbers the last-named has nearly half of the mining population of Australia. The main feature of employment in factories is the extent of the metal-working trades. In Australia as a whole they employ more than one third of factory workers. The statement hereunder shows the importance of the metal-working industry in the various States.

<u>State</u>	<u>Percentage of Metal-Workers in Total</u>	<u>Percentage of Factory Workers in Total</u>
New South Wales ..	9.05	22.0
Victoria ..	7.06	23.72
Queensland ..	4.36	16.61
South Australia ..	5.29	18.96
Western Australia ..	3.91	12.17
Tasmania ..	<u>4.24</u>	<u>14.10</u>
Australia	<u>7.07</u>	<u>20.44</u>

Figures for Commerce and Finance vary from 8.63 per cent. of the total in Tasmania to 10.22 in Western Australia. For Australia the corresponding percentage is 9.64. The group "Public Administration, Professional and Clerical" in all States occupies over 10 per cent. of the male population. Tasmania is again lowest on the list with 11.15 per cent. and Victoria is highest with 16.13 per cent.

From the statistical point of view it is unfortunate that so many persons are included under the caption "Ill-defined and unspecified". No less
/than

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than 184,876 representing 8.91 per cent. of the total, have been placed in this category; 70,652 (or 8.6 per cent.) are in New South Wales, 49,715 (8.99 per cent.) in Victoria, and 23,556 (7.59 per cent.) in Queensland. Apart from the deficiency through non-registration on the National Register, the groups included in the table are thus generally an incomplete record of persons engaged in the various occupations. Provided, however, this added deficiency is not spread unevenly on the classes, comparisons between them should not be invalidated. This may be expected to be so.

NATIONAL REGISTER 1939 - OCCUPATION BY AGE

Occupation in Industry Groups	Age last Birthday										Total (a)
	18-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	
Fishermen and Trappers ..	520	1,325	1,350	1,158	1,128	815	863	801	654	475	9,097
Agricultural, Pastoral, Dairying ..	25,473	60,369	55,890	50,169	46,059	38,614	39,791	37,558	31,663	24,286	409,992
Forestry ..	1,019	3,244	3,203	2,615	2,386	1,663	1,661	1,582	1,266	837	19,492
Mining and Quarrying ..	1,439	5,274	7,047	7,726	7,355	5,239	5,260	5,213	4,388	3,103	52,076
Factory and Workshop Occupations:-											
Stone, earthenware etc. ..	1,125	2,401	2,217	2,015	1,951	1,396	1,363	1,303	943	558	15,278
Chemicals, explosives etc. ..	478	1,117	982	851	888	760	766	593	425	244	7,105
Metal-working ..	14,832	28,364	26,146	23,715	21,531	16,741	16,061	13,891	9,458	5,020	174,552
Vehicles, including Aeroplanes ..	1,117	2,405	2,422	2,356	1,761	1,483	1,372	1,189	842	435	15,395
Ship-building ..	74	212	310	252	302	267	335	412	344	198	2,607
Jewellery, watchmaking etc. ..	420	741	524	462	441	347	404	399	379	175	4,194
Textiles (not clothing) ..	1,330	3,270	1,764	1,031	847	651	608	531	392	227	10,704
Clothing and Dress ..	1,615	4,243	3,845	3,744	3,170	2,756	3,142	2,770	2,164	1,557	29,214
Leather and Skins ..	719	1,634	1,221	1,088	1,038	957	1,012	960	723	562	9,917
Rubber ..	403	892	812	637	516	369	320	205	127	58	4,339
Food, Drink, Tobacco ..	3,265	7,448	6,923	6,008	5,343	4,075	4,113	3,825	3,834	1,727	45,591
Wood and Furniture ..	3,348	6,505	6,190	5,555	4,437	3,465	3,411	2,905	2,065	1,354	39,237
Paper, Printing, Photography ..	1,830	3,592	3,752	3,206	3,449	2,164	2,242	1,982	1,339	1,036	23,516
Other ..	529	1,090	922	789	725	557	618	519	415	277	6,442
Total factory and workshops:	31,255	63,914	57,940	50,739	45,299	35,988	35,767	31,114	22,250	12,428	288,162
Building ..	5,024	12,965	16,309	16,756	13,151	12,142	12,874	12,801	9,283	5,382	116,837
Construction of roads, railways etc. ..	604	3,488	6,238	7,523	8,352	7,495	7,519	7,051	5,330	3,115	56,746
Gas, Water, Electricity ..	461	1,922	3,058	3,524	4,233	4,716	4,911	4,192	2,901	1,892	31,814
Transport and Communication ..	6,447	21,193	26,799	26,252	25,114	21,731	22,394	18,497	12,372	6,608	187,511
Commerce and Finance ..	14,109	35,861	35,353	32,996	30,621	25,620	26,355	24,086	17,730	11,777	254,614
Public Administration, Professional etc. ..	17,675	26,223	36,452	31,402	28,712	24,424	21,346	17,603	12,852	7,961	234,693
Entertainment and Sport ..	616	1,968	2,406	2,368	2,100	1,737	1,786	1,661	1,234	764	16,648
Personal and Domestic ..	1,746	5,626	7,120	6,703	6,635	6,050	6,229	5,824	4,581	3,171	53,738
Ill-defined and Unspecified ..	9,286	26,635	23,751	19,093	17,252	14,479	13,561	13,396	12,800	9,217	164,401
Total Breadwinners:	116,424	279,912	222,916	259,044	228,487	200,702	202,217	182,459	139,404	92,016	1,995,911
Not Gainfully Occupied ..	5,437	7,497	3,768	2,749	3,207	5,155	7,413	9,622	12,901	21,884	79,696
TOTAL:	121,861	287,409	226,684	261,793	231,694	205,857	209,730	192,081	152,305	113,900	2,075,607

(a) Including "Age Not Stated".

The above table shows that the ages of men employed vary considerably in different occupations. "Forestry" employs the youngest men, the average age of whom was 30.2 years, while gas, water and electricity workers who averaged 42 years older than the forestry workers, are the oldest. Average ages of workers, arranging the groups in ascending order of age, were as follows:-

Forestry ..	30.2 years
Factory and workshop ..	35.0 "
Public Administration, professional and clerical	36.1 "
Fishing and trapping ..	37.6 "
Commerce and finance ...	37.8 "
Agriculture, pastoral etc.	38.0 "
Transport and communication	38.5 "
Entertainment and sport	38.6 "
Building ..	39.4 "
Mining and quarrying ..	39.6 "
Personal and domestic ..	39.9 "
Construction of roads, railways etc. ..	41.7 "
Gas, Water, Electricity	42.4 "
All breadwinners ..	37.7 "
Not gainfully occupied ..	47.4 "

Factory and workshop workers were on the average almost 2 years younger than "all breadwinners". Amongst individual groups of factory workers, there is little variation from the average, with the exception of workers in textiles, and in rubber, who were younger than the average - average ages 31.3 years and 32.9 years respectively - and in leather, clothing and shipbuilding who were substantially older than average - average ages 37.7, 38.0 and 43.2 years respectively.

NATIONAL REGISTER, 1939 - INDUSTRY BY STATES.

Industry	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Australia (a)
Fishing and Trapping	3,573	1,647	1,486	1,510	634	451	9,333
Agriculture, pastoral, dairying	136,272	96,344	88,515	41,652	30,615	16,502	410,526
Forestry	8,707	5,684	6,369	1,211	3,906	2,285	25,233
Mining and Quarrying	27,630	7,417	8,338	1,655	13,125	3,339	61,879
Factories and Workshops -							
Stones, earthenware etc.	10,279	6,236	1,454	1,670	1,191	405	21,303
Chemicals, explosives etc.	4,754	4,453	457	1,207	512	176	11,559
Metal working	74,416	39,042	13,529	11,356	5,330	2,811	146,674
Vehicles, including aeroplanes	6,042	8,336	2,177	6,363	941	325	24,190
Shipbuilding	4,171	511	310	151	79	61	5,285
Jewellery, watchmaking	1,597	1,882	402	314	198	69	4,453
Textiles (not clothing)	4,891	7,441	432	431	147	425	13,829
Clothing and dress	11,015	14,410	2,419	1,631	973	455	30,939
Leather and skins	3,772	4,094	1,029	592	269	99	9,849
Rubber	2,537	2,388	419	206	116	60	5,726
Food, drink, tobacco	21,762	18,479	16,255	5,294	3,006	1,619	66,453
Wood and furniture	19,459	10,808	9,050	2,730	2,100	1,572	45,820
Paper, printing, photography	12,551	10,329	2,989	1,805	1,418	994	30,291
Other	3,591	2,832	599	492	304	230	8,060
Total Factory and Workshop:	180,837	131,241	51,522	34,249	16,584	9,352	424,441
Building	38,653	24,969	11,556	6,855	4,488	2,218	89,318
Construction of roads, railways, etc.	25,042	10,403	13,515	4,079	3,675	1,675	58,644
Gas, water, electricity	14,217	11,720	2,390	2,777	1,931	731	33,906
Transport and communication	81,739	50,032	29,884	18,079	13,920	5,756	200,006
Commerce and finance	118,659	89,244	37,760	27,369	18,713	7,395	299,604
Public administration, professional, clerical	49,264	33,648	16,242	9,257	8,233	3,341	122,188
Entertainment and sport	9,238	5,906	2,788	1,926	1,182	602	21,808
Personal and domestic	22,458	14,328	6,159	3,507	31,45	1,136	51,049
Other and unspecified industries	70,652	49,715	23,556	20,058	11,448	8,855	184,876
Total Breadwinners:	787,006	532,298	300,080	174,194	131,659	63,638	1,995,811
Not gainfully occupied:	34,909	20,892	10,108	6,423	4,605	2,664	79,695
Total:	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507

(a) Including Australian Capital Territory and Northern Territory.

The foregoing classification shows workers according to the industrial group with which they were associated, irrespective of the type of craft in which they were engaged. For example, clerical staff attached to a clothing factory are included with "Factory and workshop - Clothing and Dress". It differs from the occupation tables, shown in section 8, in that the latter places men in the appropriate occupation groups according to the individual crafts in which the workmen are engaged. In the occupation tables, a factory clerk would be included in the "Public administration, professional and clerical" group. Thus, all except three of the occupational groups are smaller than the corresponding industrial groups. The three exceptions are "building", "public administration, professional and clerical" and "personal and domestic". In these cases, a large number of building tradesmen, clerical workers, and caretaking and office cleaning staff who work in the various industrial groups have been placed under their correct occupation group in the occupation table.

The most important part of these differences is due to the transfer of clerical workers from various industrial groups, to the "clerical" occupational group.

The "public administration, professional, clerical" group for industries was 112,506 less than the corresponding group for occupations. Differences in individual States were as follows -

New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania
44,661	32,417	14,373	10,411	7,606	2,886

Expressed as a proportion of breadwinners in all other industries, these differences gave the following percentages -

Australia	6.0 per cent.
New South Wales	..	6.1 " "
Victoria	6.5 " "
Queensland	..	5.1 " "
South Australia	..	6.3 " "
Western Australia	..	6.2 " "
Tasmania	4.8 " "

The above figures indicate that in all industries a proportion of the workers in the vicinity of 6 per cent. of the total were purely administrative and clerical workers, not engaged in the actual manual processes of handling the work. The larger the / unit

unit of production in any industry, the greater the proportion of workers who will be required for such organisational work. Farming might be expected to have the lowest proportion of such workers; and, thus, the "agricultural, pastoral, dairying" group is only 0.13 per cent. greater for industry than for occupation. The greater proportion of farming in Queensland and Tasmania accounts to some extent for the low percentages shown by these two States in the foregoing interstate comparison. It might have been anticipated that Western Australia, which has a large proportion of farming workers, would have been a low proportion of clerical workers, like Queensland and Tasmania. Instead of this, Western Australia's figure of 6.2 per cent. is above the average. This is due to the predominant position in that State of mining, which employs a proportion of clerical workers far above the average.

A rough idea of the relative proportions of clerical workers in different industries is shown in the following statement. The results, however, should be interpreted with caution for the reasons suggested in the footnote attached.

Industry	Total Number Employed	Excess of industrial group over corresponding occupational group (a)	Percentage of excess to number employed in industry (a)
Fishing and trapping ..	9,333	236	2.5
Agriculture, etc. ..	410,526	534	0.13
Forestry ..	28,333	8,840	31.2
Mining and quarrying ..	61,879	9,804	15.8
Factories and workshops ..	424,441	36,279	8.5
Construction of roads, etc. ..	58,641	1,898	3.2
Gas, water, electricity ..	33,906	2,092	6.2
Transport and communication ..	200,006	12,496	6.2
Commerce and finance ..	299,604	44,990	15.0
Entertainment etc. ..	21,808	5,160	23.7
Other and unspecified ..	184,876	20,475	11.1
Building ..	89,318	- 27,519	-30.8
Public administration, professional, clerical ..	122,188	-112,505	-92.1
Personal and domestic ..	51,049	- 2,679	- 5.2

(a) These are chiefly clerical and cleaning staffs shown as "public administration, professional, clerical" and "personal and domestic" respectively by occupation, and building tradesmen shown as "building" by occupation. There is also a small number of other tradesmen whose craft falls into an occupational group different from that of the industry in which they are employed.

10. GRADE OF OCCUPATION.

NATIONAL REGISTER 1939 - GRADE OF OCCUPATION BY STATES

Grade of Occupation	New South Wales	Victoria	Queensland	South Australia	Western Australia	Tasmania	Australia (a)
Employer Working on own account	59,253	43,060	31,563	16,912	11,855	5,573	168,550
Employee - At usual occupation	93,435	72,465	44,120	23,520	18,627	8,620	261,386
At other than usual occupation	506,123	339,613	178,025	102,990	81,257	41,208	1,260,556
Unemployed (b)	23,430	20,814	11,176	6,398	5,213	2,017	74,408
Others	97,185	54,557	34,059	17,678	14,230	6,000	224,088
	37,483	22,631	11,185	7,059	5,082	2,884	86,519
Total:	821,915	553,190	310,188	180,617	136,264	66,302	2,075,507

(a) Including A.C.T. and N.T.

(b) Including Sustenance and Relief Workers

The information in the above table should be interpreted with caution. Many men were somewhat confused as to the requirements of the "grade" question, and in many cases an affirmative reply was given to the question under more than one "grade" heading. After adjustment for such apparent misstatements, the tabulations still showed inconsistencies between the numbers of some grades in certain industries, where the corresponding number would be determined from the "occupation" tables. Correction to the stated grades had therefore to be made for this reason. The following statement summarises the position, and has been placed alongside the 1933 and 1921 Census results for comparison.

MALES AGED 18 TO 64 YEARS

	<u>Census 1921</u>	<u>Census 1933</u>	<u>National Register, 1939 Corrected for errors in grades</u>	<u>Stated in original returns</u>
	(Thousands)			
Employers Working on own account	123.5	169.4	168.6	174.2
Employees (incl. unemployed)	276.1	290.8	261.4	269.9
Others	1156.8	1502.4	1559.0	1543.9
	<u>63.7</u>	<u>70.0</u>	<u>86.5</u>	<u>87.5</u>
Total:	<u>1620.1</u>	<u>2032.6</u>	<u>2075.5(a)</u>	<u>2075.5(a)</u>
	(Percentages)			
Employers Working on own account	7.6	8.3	8.1	8.4
Employees (incl. unemployed)	17.1	14.3	12.6	13.0
Others	71.4	73.9	75.1	74.4
	<u>3.9</u>	<u>3.5</u>	<u>4.2</u>	<u>4.2</u>
Total:	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

(a) Not corrected for deficiency in total returns received.

Mr. Carver.

This section is definitely "synthetic". Whether all or any of it should be published is a moot point, but the alternative of showing only the grades as finally tabulated and "adjusted" is open to objection. It seems definite that the first tabulations were preferable for grade than the "adjusted" series, and that even the first tabulations overstated employees, and "other" at expense of "own account". The coders' instructions when in doubt to code employee might place a lot of self employed "carpenters", e.g. with employees; while the "etc." on the card for "others" (pensioners, dependants, retired, independent means, etc.) might cause a number of such to code themselves as "other".

It appears that the increase of the proportion of employers which occurred between 1921 and 1933 has not continued since 1933, the proportion remaining fairly steady since that date. Persons working on their own account fell fairly substantially in proportion between 1921 and 1933, and this trend appears to have continued. The net result has a slight increase in the relative size of the employee group between 1921 and 1933, and this slight increase has apparently continued. These comparisons should be treated with some reserve, however, as it is not known whether the estimated deficiency of 5.8 per cent. in National Registrations was made up of persons of the various "grades" in their correct proportions.

An independent estimate of the male employee group aged from 18 to 64 years placed their numbers at 1,619,694, which would mean that 95.3 per cent. of them had registered. The following is an attempt to build up the true distribution by grades with the aid of the estimate of the employee group in 1939.

	1933 Census (000)	1939 N.Register (original tabu- lations) (000)	% Cover Original tabu- lations %	1939 N.Register (Revised as des- cribed below) (000)	% Cover Revised tabu- lations %	1939 Es- timated total males 18-64. (000)	% Increase Total males 18-64 1933-39 %
Er.	169.4	174.2	(a)	174.2	94.2	185.0	9.2
O.A.	290.8	269.9	(a)	299.1	94.2	317.6	9.2
Co.	1502.4	1543.9	95.3	1525.2	94.2	1619.7(b)	7.3
Others	70.0	87.5	(a)	77.0	94.2	81.2	16.9
Total	2032.6	2075.5	94.2	2075.5	94.2	2204.1(b)	8.5

(a) Not known

(b) These are the only figures in this column derived from sources external to the National Register.

Explanation.

The original tabulations indicated that 95.3 per cent. of the estimated male employees aged from 18 to 64 years were represented by employee registrations, compared with 94.2 per cent. for all males 18 to 64 years. This may be due to persons being wrongly coded to employee in the Register. It seems likely that a number of "persons working on own account", who left their answer to the grade question indefinite, may have been graded to "employee"; as the coders' instructions were when in doubt to code to employee.

For this reason, in the column of revised tabulations, 18,700 men coded to "employee" originally have been transferred to "own account". This number was the amount required to reduce the percentage cover for employees from 95.3 per cent. to 94.2 per cent., the percentage for all males.

Further, "others" (grade not applicable) appeared to be overstated. They were therefore decreased by 10,500, which number, when added to the 18,700 transferred from employees to "own account" (to which group it seems most likely the excess of "other grades" really belongs), would raise the number of men on own account sufficiently for their increase from 1933 to 1939 to be the same (9.2%) as that for employers, assuming that National Register coding of employers was correct and that employers registered to the extent of 94.2 per cent. as for other grades.

The percentage falling into each "grade" on the above assumptions is compared with the 1921 and 1933 Censuses as follows:-

	Males aged 18 to 64 years			National Register 1939 (first tabulation)	National Register 1939 (adjusted tabulation)
	Census 1921	Census 1933	National Register 1939 (as revised above)		
Er.	7.6	8.3	8.4	8.4	8.1
O.A.	17.1	14.3	14.4	13.0	12.6
Es.	71.4	73.9	73.5	74.4	75.1
Others	3.9	3.5	3.7	4.2	4.2
	100.0	100.0	100.0	100.0	100.0

The following table shows grades of occupation in conjunction with age-groups.

NATIONAL REGISTER, 1939 - GRADE OF OCCUPATION BY AGE, AUSTRALIA

Age last birthday	Employer	On Own Account	Employee		Unemployed (incl. maintenance & relief workers.)	Other	Total
			At usual occupation	At other than usual occupations			
18-19	559	4,795	97,409	2,804	10,782	5,542	121,891
20-24	5,305	22,962	203,288	9,940	37,904	8,010	287,409
25-29	14,218	32,830	189,117	12,354	33,413	4,752	286,684
30-34	21,564	33,892	164,971	11,240	26,329	3,797	261,793
35-39	23,924	32,507	148,030	9,691	23,356	4,186	241,694
40-44	23,154	27,932	121,130	7,915	18,980	5,837	205,888
45-49	25,083	30,547	118,177	7,390	20,358	8,169	209,730
50-54	23,801	30,400	101,603	6,053	20,824	10,400	193,081
55-59	17,957	25,432	72,653	4,314	18,376	13,673	152,305
60-64	12,900	18,959	43,613	2,639	13,600	22,189	113,900
Not stated	79	130	565	68	226	64	1,132
Total:	163,550	261,386	1,260,556	74,408	224,088	86,619	2,075,507

Employers were at their maximum numbers in the age-group 45 to 49 years; but workers on their own account reached their maximum some years younger, - in the age group 30 to 34 years. Stated as a proportion of the total number of men of each age (excluding "others", i.e. pensioners, retired persons, etc.), the distribution by grade was as follows:-

Age	Employer %	Own Account %	Employee %	All men (excluding "others") %
18-19	.5	4.1	95.4	100.0
20-24	1.9	8.2	89.9	100.0
25-29	5.0	11.7	83.3	100.0
30-34	8.4	13.1	78.5	100.0
35-39	10.1	13.7	76.2	100.0
40-44	11.6	14.4	74.0	100.0
45-49	12.5	15.1	72.4	100.0
50-54	13.0	16.7	70.3	100.0
55-59	13.2	17.1	69.7	100.0
60-64	14.1	20.7	65.2	100.0

The proportion of employees fell with increasing age, as more men were able to establish themselves on their own account or as employers. Employers gradually became a greater proportion of the age group with increasing age, reaching 10.1 per cent. at 35 to 39 years. Thereafter the rise was much slower until the maximum of 14.1 per cent. was reached at 60 to 64 years.

Workers on their own account approached their maximum proportion at an earlier age. At 25 to 29 years, they reached approximately 12 per cent; thereafter, the increase in this proportion was only slow, until the age of 50 years was reached; after which, the proportion rose sharply to its maximum of 20.7 per cent at 60 to 64 years. There appears to be a fresh impetus for movement into the "own account" group after 50 years; probably when men who have saved a little capital, and have passed their period of heavy family responsibilities, are able to make a venture on their own account.

The dissection of the employee group into men "working at their usual occupation, men "working at other than their usual occupation", and unemployed, throws some fresh light on unemployment. The proportion of employees in each age group falling into each of these classifications was as follows:-

Age	Employees			All Employees %
	Working at usual occupation %	Working at other than usual occupation %	Unemployed %	
18-19	87.8	2.6	9.7	100.0
20-24	81.0	3.9	15.1	100.0
25-29	80.5	5.3	14.2	100.0
30-34	81.5	5.5	13.0	100.0
35-39	81.7	5.4	12.9	100.0
40-44	81.9	5.3	12.8	100.0
45-49	81.0	5.1	14.0	100.0
50-54	79.1	4.7	16.2	100.0
55-59	76.2	4.5	19.3	100.0
60-64	72.9	4.4	22.7	100.0

The remarkably steady proportion of men between 20 and 50 years who were working at their usual occupation (about 81 per cent.) suggests that, within these age limits, there is little discrimination in disemploying men on account of age. Over 50 years, however, the proportion of men remaining at their usual occupations became progressively less, falling to 72.9 per cent. at 60 to 64 years. Youths under 20 years, on the other hand, showed a high proportion working at their usual occupation, and a low proportion of unemployment.

The second column above shows that men of 30 to 34 years were most capable, or most desirous, of avoiding the prospect of unemployment by changing their occupation. At this age, 5.5 per cent were employed at other than their usual occupation. The proportion of men taking jobs at other than their usual occupation fell off markedly over 45 years. Surprisingly, the proportion of young men of 20 to 24 years working at other than their usual occupation was low (3.9 per cent) although net unemployment was at its highest point under 50 years of age (15.1 per cent) at this age. Youths of 18 and 19 years showed only 2.5 per cent working at other than usual occupation; but as unemployment was only about half the average level at these ages, there was not the same incentive for them to seek alternative occupations.

The net result was that the proportion of men actually out of work rose to a peak of 15.1 per cent at 20 to 24 years, fell to a level of about 13.0 per cent, which was maintained from 30 to 45 years, and thereafter rose to a maximum of 22.7 per cent at 60 to 64 years.

In the next table, grades of occupation are shown in conjunction with numbers of children dependent on each man.

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**NATIONAL REGISTER, 1939 - GRADE OF OCCUPATION BY NUMBER OF
DEPENDENT CHILDREN**

Number of dependent children	Employer	On own Account	Employee		Unemployed (including sustenances and relief workers.)	Other	Total
			At usual occupation	At other than usual occupation			
Nil or not stated	80,922	150,061	776,345	44,620	146,814	68,864	1,267,626
1	33,794	42,467	213,059	12,878	28,563	7,541	338,302
2	27,510	32,811	149,018	8,767	21,080	4,739	243,925
3	14,390	18,032	68,554	4,268	12,371	2,493	120,108
4	6,865	9,454	30,270	2,104	7,231	1,377	57,301
5	2,908	4,537	13,356	979	4,007	742	26,579
6	1,282	2,275	5,997	463	2,221	412	12,650
7	575	1,047	2,490	212	1,073	206	5,603
8	200	425	968	77	484	96	2,250
9	72	152	355	27	173	32	811
10 and over	32	75	144	13	71	17	352
Total:	163,550	261,386	1,260,556	74,408	224,088	86,519	2,075,507

Direct comparisons of the extent to which family responsibilities are shared by the various occupational grades cannot be made from the above table, because the fact that some grades consist on the average of younger men than others causes such grades to contain a larger proportion of single men without dependent children who are placed in the "no children" classification. However, a comparison which excludes the first line of the table will exclude all single men without dependents, and, married men who have never had children or whose families have grown up.

It makes possible a comparison of family responsibilities amongst men who are married and have at least one child of dependent age. This has been done in the following statement.

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PERCENTAGE OF ALL MEN WITH DEPENDENT CHILDREN

Men with -	Employers	Working on own account	Em- ployees (all)	Employee (usual occu- pation	Employee (other than usual occu- pation)	Employee (unem- ployed)
1 or more de- pendent chil- dren	100.0	100.0	100.0	100.0	100.0	100.0
2 or more dependent children	61.4	61.8	57.0	56.0	56.7	63.0
3 or more dependent children	30.0	32.4	26.7	25.2	27.2	35.7
4 or more dependent children	13.6	16.2	12.3	11.0	12.8	19.7
5 or more dependent children	5.7	7.7	5.6	4.8	5.7	10.4

A grade, the average age of numbers of which is higher than of members of another grade would be expected on that account to have a greater proportion of persons with large families.

"Employers" are on the average older than the "Workers on own account", while they, in turn, are older than "Employees". Yet the above figures indicate more large families amongst the "Workers on own account" than amongst "Employers" or "Employees", the two latter showing a somewhat similar distribution, with a tendency to more large families, amongst "Employers". The difference between the two latter grades is probably accounted for by the greater average age of the employers; but there is obviously a tendency for workers on their own account to have more dependents than employers have, and probably, therefore, than employees.

As between employees, unemployed men have distinctly larger families than employees in work. This may be due to the greater difficulty of men with family responsibilities in moving from place to place in search of such employment as is offering. Employees working at other than their usual occupation may be looked upon as part of the disemployed section who would have been unemployed if they had not sought work out of their own trade. Like the unemployed, they have more dependents than employed men; but their dependents are less numerous than those of the unemployed.

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This again may be connected with their greater mobility in seeking work than that of the rest of the unemployed.

11. UNEMPLOYMENT:

The total number of men unemployed in each State are shown in conjunction with other wage earners and persons in other grades of occupation is shown in the first table in Section 10 - Grade of Occupation. The following table shows unemployed men in each State classified according to the period since they were last engaged in any occupation other than Government Relief Work.

NATIONAL REGISTER 1939 : DURATION OF UNEMPLOYMENT BY STATES.

Duration of Unemployment	New South Wales	Victoria	Queensland	South Australia	West. Australia	Tasmania	Australia (a)
Under 1 week ..	456	211	244	88	51	17	1,069
1 week & under 2 weeks	2,543	1,390	1,343	493	385	175	6,343
2 weeks " " 3 "	3,224	1,807	1,430	639	490	222	7,892
3 " " " 4 "	2,891	1,708	1,398	682	476	239	7,410
4 " " " 2 months	10,978	6,341	4,746	2,357	1,754	938	27,167
3 months " " 3 "	7,835	4,715	3,034	1,781	1,299	729	19,429
4 " " " 4 "	7,616	4,866	2,738	1,897	1,248	708	19,109
5 " " " 5 "	5,192	3,483	2,171	1,337	840	442	13,480
6 " " " 6 "	3,417	2,225	1,467	818	459	255	8,654
7 " " " 7 "	5,989	3,356	2,321	1,046	737	391	13,871
8 " " " 8 "	3,318	1,809	1,329	553	374	149	7,544
9 " " " 9 "	2,163	1,153	857	337	275	86	4,867
10 " " " 10 "	2,136	1,283	761	401	266	125	4,980
11 " " " 11 "	1,692	928	567	292	171	86	3,740
12 " " " 12 "	1,058	583	414	124	113	53	2,407
13 " " " 15 "	7,094	3,740	1,739	957	782	302	14,620
14 " " " 18 "	1,492	833	366	222	122	49	3,087
15 " " " 21 "	2,337	1,269	570	294	168	59	4,698
21 " " " 2 years	567	251	170	57	44	21	1,110
3 years " " 3 "	3,481	1,750	1,057	419	310	92	7,112
4 " " " 4 "	2,349	997	703	252	185	42	4,529
4 " " " over ..	7,990	3,887	1,317	1,142	604	87	15,029
Not stated ..	11,317	5,966	3,316	1,430	3,077	733	25,933
Never employed ..	1	6	1	-	-	-	8
TOTAL:	97,185	54,557	34,059	17,678	14,230	6,000	224,088

(a) Including A.C.T. and N.T.

In the following summary are shown the relative positions of the States with respect to men stated to be unemployed in their National Register returns.

State	Wage and Salary Earning Group	Recorded Unemployed	Unemployed as Percentage of Wage and Salary Earning Group
New South Wales..	631,738	97,185	15.4
Victoria ..	414,984	54,557	13.1
Queensland ..	223,260	34,059	15.3
South Australia..	133,066	17,678	13.3
Western Australia	100,700	14,230	14.1
Tasmania ..	49,225	6,000	12.2
AUSTRALIA(a):	1,559,052	224,088	14.4

(a) Including A.C.T. and N.T.

/From

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From this it may be seen that unemployment, measured as a percentage of the wage and salary earning group, was highest in New South Wales and Queensland and lowest in Tasmania. More significant, however, is the table hereunder, prepared from the table showing duration of unemployment by States, and indicating the proportion of men unemployed during various periods in the different States.

Duration of Unemployment	Percentage of Unemployed						
	N.S.W.	Vic.	Q'ld.	S.A.	W.A.	Tas.	Australia (a)
Less than 4 weeks	10.68	10.53	14.36	11.70	12.57	12.40	11.46
Less than 4 months	41.46	43.31	48.58	48.85	51.14	57.49	44.62
Less than 8 months	62.32	65.69	72.28	71.95	72.74	80.97	66.60
Less than 1 year	70.52	73.81	80.74	79.42	80.13	87.61	74.67
Less than 2 years	83.90	86.36	89.99	88.84	90.13	95.79	86.54
Less than 3 years	87.95	89.95	93.43	91.42	92.91	97.54	90.13
Less than 4 years	90.69	92.00	95.72	92.97	94.57	98.34	92.42

(a) Including A.C.T. and N.T.

Here the differences as between states may clearly be seen. In Victoria and New South Wales 10.53 and 10.68 per cent. respectively of the unemployed for whom the duration of their unemployment was stated had been without work for less than four weeks. Other States showed a larger proportion of short-time unemployment (which had lasted less than four weeks), viz. South Australia 11.70, Tasmania 12.40, Western Australia 12.57 and Queensland 14.36. It would appear from this that in Queensland, in particular, Western Australia and Tasmania, there is a fairly large "floating" population dependent upon work which is casual in nature. In South Australia, New South Wales and Victoria, on the other hand, positions are more permanent.

Men who had been unemployed for a period of less than eight months included 62.32 per cent of the total in New South Wales, 65.69 per cent in Victoria, 71.95 per cent in South Australia, 72.28 per cent in Queensland, 72.74 per cent in Western Australia and 80.97 per cent in Tasmania. The influence of the large numbers in New South Wales and Victoria has the effect of keeping the Australian figure at the level of 66.60 per cent.

It will be noted that in the less industrialised States of Tasmania, Western Australia and Queensland, a large percentage of the unemployed have been unemployed for a shorter period than in the other

/States.

states. To a certain extent, this may be explained by reference to the following table, showing occupation by duration of unemployment.

NATIONAL REGISTER 1939 : OCCUPATION BY DURATION OF UNEMPLOYMENT.

Occupation in Industry Groups	Duration of Unemployment						Total (a)
	Under 1 week	1 week & under 4 weeks	4 weeks & under 3 mos.	3 mos. & under 6 mos.	6 mos. & under 12 mos.	Over 12 mos.	
Fishermen and Trappers	5	73	252	268	208	119	1,003
Agricultural, Pastoral, Dairying ..	173	3,533	7,526	6,244	4,782	3,083	27,534
Forestry ..	7	250	688	607	471	309	2,734
Mining & Quarrying..	17	452	1,253	1,244	1,211	2,090	6,996
Factory & Workshop Occupations -							
Stone, Earthenware etc. ..	10	138	351	305	240	324	1,493
Chemicals, Explosives etc. ..	1	34	75	70	62	71	350
Metal working ..	95	1,688	3,447	3,051	2,827	3,524	15,988
Vehicles, including aeroplanes ..	7	218	446	389	249	299	1,723
Shipbuilding ..	8	74	87	67	62	67	405
Jewellery, Watchmaking	-	18	65	54	55	113	337
Textiles (not clothing) ..	4	104	248	228	217	281	1,167
Clothing and dress	8	205	635	521	574	981	3,237
Leather and Skins	5	125	246	207	208	286	1,176
Rubber ..	4	34	82	55	69	141	422
Food, Drink, Tobacco	34	517	1,050	1,109	933	909	4,946
Wood & furniture ..	24	568	1,261	832	673	823	4,506
Paper, printing and photography ..	10	148	236	230	219	348	1,322
Other ..	2	76	138	97	84	109	546
Total factory, and workshop	212	3,947	8,368	7,215	6,472	8,276	37,618
Building ..	117	2,975	5,592	3,876	2,724	2,652	19,439
Construction of roads, railways etc. ..	42	644	1,459	1,219	1,184	1,810	8,261
Gas, water, electricity ..	18	230	594	463	417	470	2,464
Transport and Communication ..	72	1,718	3,588	3,283	2,667	3,283	16,172
Commerce and finance	73	1,395	2,965	3,068	2,869	4,063	15,863
Public Administration							
Professional and Clerical ..	25	591	1,351	1,460	1,428	3,032	8,884
Entertainment and Sport ..	3	112	271	282	290	539	1,682
Personal & domestic	15	452	1,185	1,135	1,061	1,379	5,844
Ill defined and unspecified ..	290	5,273	11,504	10,879	11,625	19,080	69,574
GRAND TOTAL:	1,069	21,645	46,596	41,243	37,409	50,185	224,088

(a) Including 25,933 unemployed for whom duration of unemployment was not stated and 8 who have never been employed.

It will be seen that among those unemployed for a short period, say, up to six months, men who were normally employed in the primary and secondary industries occupy a considerable proportion of the total. The unemployed from the tertiary industries are not as /important

important as either of those. When those who have been unemployed longer than 12 months are considered, it may be seen that unemployment in the primary industries loses much of its significance, and unemployment in the secondary industries to a less degree. The "service" industry unemployed, on the other hand, now increase to approximately 25 per cent. of the total.

The conclusions to be made are obvious. In those States where the agricultural, pastoral and dairying industries are of prime importance, unemployment may be expected to be of shorter duration, but in the States where the tertiary industries are well developed, the length of unemployment will be somewhat greater.

Unemployment is classified in the next table by ages of the men unemployed and the period since last employed in any occupation.

NATIONAL REGISTER 1939 : DURATION OF UNEMPLOYMENT BY AGE, AUSTRALIA.

Age Group	Duration of Unemployment						Total (a)
	Under 1 week	1 week & under 4 weeks	4 weeks & under 3 mos.	3 mos. & under 6 mos.	6 mos. & under 12 mos.	Over 12 mos.	
15-19	36	647	1,408	1,185	994	473	5,207
20-24	29	708	1,472	1,290	1,064	579	5,576
25-29	65	1,355	2,880	2,475	2,058	1,052	10,782
30-34	37	731	1,621	1,345	1,135	793	6,176
35-39	41	918	1,912	1,718	1,519	1,046	7,802
40-44	49	871	1,967	1,665	1,496	1,305	8,023
45-49	45	874	1,822	1,745	1,471	1,348	7,984
50-54	39	868	1,872	1,622	1,390	1,428	7,909
55-59	211	4,262	9,194	8,095	7,011	5,920	37,904
60-64	32	819	1,762	1,599	1,385	1,457	7,738
Total	35	710	1,556	1,465	1,123	1,297	6,824
	31	700	1,468	1,258	1,084	1,294	6,464
	35	699	1,396	1,236	1,071	1,301	6,325
	33	640	1,414	1,172	1,032	1,205	6,062
	166	3,568	7,596	6,730	5,696	6,554	33,413
34-39	133	2,723	5,776	5,179	4,128	5,561	26,329
40-44	124	2,177	4,820	4,346	3,728	5,406	23,356
45-49	89	1,710	3,735	3,135	3,044	4,647	18,920
50-54	97	1,756	3,861	3,350	3,217	5,318	20,358
55-59	85	1,709	3,692	3,327	3,290	5,777	20,824
60-64	67	1,427	3,038	2,760	2,955	5,485	18,376
Total	32	942	1,967	1,801	2,235	4,439	13,600
Not Stated	-	16	37	45	48	26	226
TOTAL:	1,069	21,645	46,596	41,243	37,409	50,185	224,088

(c) Including 25,933 unemployed men for whom duration of unemployment was not stated and 8 who had never been employed.

Reference was made in Section 10 (page) to the fact that the rate of unemployment rose to a peak amongst men aged 20 to 24 years, /fell

level from 30 to 45 years, and thereafter gradually
 The following analysis of the table presented
 above throws more light on this feature.

UNEMPLOYED MEN PER 1,000 WAGE AND SALARY EARNERS ACCORDING
 TO LENGTH OF PERIOD UNEMPLOYED.

	Less than 4 weeks	4 wks. & under 3 mos.	3 mos. & under 6 mos.	6 mos. & under 12 mos.	12 mos. & under 12 yrs.	Total under 2 years	2 years and Over	Total(a) all Periods
15 - 19	12.8	26.0	22.3	18.5	7.3	86.9	2.2	89.1
20 - 24	17.8	36.6	32.2	27.9	14.9	129.4	8.7	138.1
25 - 29	16.9	32.3	28.7	24.3	13.9	115.1	14.0	129.1
30 - 34	14.1	28.5	25.6	20.4	13.1	101.5	14.3	116.0
35 - 39	12.7	26.6	24.0	20.6	13.5	97.4	16.4	113.8
40 - 44	12.2	25.2	21.2	20.6	13.7	92.9	17.7	110.6
45 - 49	12.7	26.5	23.0	22.0	15.4	99.6	21.0	120.6
50 - 54	14.0	28.7	25.9	25.6	19.0	113.2	26.0	139.2
55 - 59	15.7	31.9	28.9	31.0	22.7	130.2	34.8	165.0
60 - 64	16.2	32.9	30.1	37.3	28.5	145.0	45.7	190.7
TOTAL:	14.6	29.9	26.4	24.0	15.1	110.0	17.1	127.1

(a) Excluding persons for whom period was not stated.

Naturally enough the proportion of men who have been unemployed for a long period of 2 years or more increases with increasing age. It will be seen that the rate for "2 years and over" increases steadily age by age, with a slight pause in the rate at about 30 to 34 years. But for shorter periods of unemployment, the conclusions are quite different. For men who have been unemployed for all periods shorter than 2 years, the rate rises to a high level at 20 to 24 years - only again equalled by men of 55 to 59 years - then falls steadily to a low level at 40 to 44 years. Thereafter the rate rises to its maximum at 60 to 64 years. The conclusion appears to be that men aged about 40 years are most able to avoid unemployment, or, if disemployed, to find new employment. The balance of advantage shifts towards men aged 30 years when the period of unemployment has lasted for a year or more, until amongst men who have been unemployed for two years or more, the rate of unemployment increases steadily as age increases. The latter probably consist for the most part of men who have developed some chronic disability for employment.

①

NATIONAL REGISTER.

STATE OF NEW SOUTH WALES.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Barton	01	30,645
Calare	02	30,672
Cook	03	31,307
Cowper	04	31,210
Dalley	05	30,171
Darling	06	31,897
East Sydney ..	07	28,743
Eden-Monaro ..	08	29,827
Gwydir	09	32,362
Hume	10	30,869
Hunter	11	29,150
Lang	12	30,630
Macquarie ..	13	29,220
Martin	14	28,924
Newcastle ..	15	32,001
New England ..	16	29,897
North Sydney ..	17	29,162
Parke	18	27,848
Parramatta ..	19	29,389
Reid	20	31,923
Richmond ..	21	31,169
Riverina	22	32,049
Robertson ..	23	30,710
Warringah ..	24	30,255
Watson	25	29,934
Wentworth ..	26	29,482
Werrriwa	27	34,387
West Sydney ..	28	30,167
Total:		854,000

NATIONAL REGISTER.STATE OF VICTORIA.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Balaclava ..	01	30,460
Ballarat ..	02	25,953
Batman	03	30,228
Bendigo	04	26,515
Bourke	05	29,910
Corangamite ..	06	27,123
Corio	07	27,577
Deakin	08	28,254
Fawkner	09	29,055
Flinders	10	29,177
Gippsland	11	28,464
Henty	12	30,400
Indi	13	28,912
Keoyong	14	30,155
Maribyrnong ..	15	31,110
Melbourne	16	31,267
Melbourne Ports ..	17	29,770
Wannon	18	27,641
Wimmera	19	28,156
Yarra	20	30,873
<u>Total:</u>		581,000

NATIONAL REGISTER.STATE OF QUEENSLAND.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Brisbane ..	01	30,529
Capricornia ..	02	33,155
Darling Downs ..	03	28,874
Griffith ..	04	31,468
Herbert	05	40,059
Kennedy	06	34,764
Lilley	07	30,016
Maranoa	08	34,896
Moreton	09	33,992
Wide Bay ..	10	31,247
<u>Total:</u>		329,000

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NATIONAL REGISTER.

STATE OF SOUTH AUSTRALIA.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Adelaide ..	01	30,977
Barker	02	32,332
Boothby	03	31,978
Grey	04	27,632
Hindmarsh ..	05	33,409
Wakefield ..	06	29,672
<u>Total:</u>		186,000

NATIONAL REGISTER.

STATE OF WESTERN AUSTRALIA.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Forrest	01	30,082
Fremantle	02	32,526
Kalgoorlie	03	30,390
Perth	04	31,901
Swan	05	32,101
<u>Total:</u>		157,000

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NATIONAL REGISTER.

STATE OF TASMANIA.

Electoral Division	Code No.	Estimated Number of Male Persons aged 18-64 years in each division at 31.3.1939
Bass	01	13,331
Darwin	02	15,386
Denison	03	12,570
Franklin	04	14,841
Wilmot	05	13,872
<u>Total:</u>		70,000

24th February, 1939.

MEMORANDUM TO:

The Secretary,
Department of Defence,
MELBOURNE, S.C.1. Victoria.

PROPOSALS FOR A NATIONAL REGISTER.

I refer to your memorandum of the 23rd February, 1939, confirming your verbal advice that the recommendations on page 3 of the Cabinet memorandum on the National Register of the 16th February, 1939 were approved by Cabinet.

I am asked:

- "(i) to report on the proposal of the Chairman of the Man Power Committee from the aspect of census principles and methods;
- (ii) to advise on the possibility and advisability of advancing the 1941 Census wholly or in part;
- (iii) to report what would be involved in a census of wealth also along the lines of the War Census. This would be valuable nationally, and a weighty counter-balance to objections against the census of man-power."

I propose to report on these matters in the reverse order.

(iii) Census of Wealth.

It would be practicable to conduct a census of wealth in conjunction with the "census method" of compiling a National Register, along the lines of the inquiry undertaken in 1915. This involved the issue, together with a personal card, of a second card relating to wealth and income. The results of such a wealth census would not be particularly valuable from the point of view of practical use. It would be almost impossible to make any administrative use of the results for the purposes of raising extra taxation or making a capital levy. If any such action were proposed, the machinery of the Taxation Branch would have to be used. Experience showed that there was much evasion and understatement in the War Census returns, even though no actual proposals for extra taxation were associated with it at the time. To secure reliable results it would be necessary to undertake a very comprehensive inquiry, the cost of which would completely outweigh its value.

While the method followed in 1915 would not give very reliable results, it might be of considerable value in reducing any opposition to a compulsory registration of man-power. Much of the criticism of a compulsory register is concerned with objections that no proposals have been made for conscripting wealth in an emergency. From this point of view, the extra cost of issuing two cards instead of one might not be regarded as a serious objection to the proposal.

Unless a compulsory register of man-power is approved, however, I do not think it would be worth while proceeding with the suggested census of wealth. Any partial wealth census would be completely useless from a practical point of view, while it might seriously embarrass the efforts to obtain a voluntary register of man-power.

/man-power

man-power. In view of Cabinet's decision against a compulsory register, I have not thought it necessary at this stage to enter into a detailed scheme of organisation of a wealth census.

(ii) The 1941 Census.

After full consideration I wish to advise strongly against the advisability and practicability of advancing the 1941 Census wholly or in part. It would be quite impracticable from a general statistical point of view to advance the Census in part; while, from the same point of view, it would be very unwise to advance the whole Census. The last Census was taken in 1933, two years after the normal date. The Government has already announced its decision to revert to the normal year 1941 for the next Census, which will accord with the practice of all British and many foreign countries. The comparative value of the Census results would be considerably diminished by a further disturbance of the year of collection.

Quite apart from such considerations, however, the proposal is impracticable from the point of view of securing National Register particulars within any reasonably short period. Because of the method of organisation and collection, National Register particulars could not be obtained until after the whole of the Census information had been collected, coded, and punched on to machine cards. This preliminary work could not, even with almost superhuman efforts, be completed under 18 months; and even this would be contingent on a doubling of the proposed Census staff and machinery.

Further serious difficulties would be -

1. The desired information would be obtained only in part unless supplementary questionnaires were used. This could be done now just as well as, and certainly more quickly than, in conjunction with the population Census.
2. Particulars of individuals would not be available on separate cards for filing in a Register. Census information is collected on large schedules containing many names, and including men, women and children.
3. Individual names could not be disclosed unless the Government approved the principle of a compulsory Register, and amended the Census and Statistics Act to enable individual particulars to be revealed.
4. As we would presumably wish to revert to the year 1951 for the following Census, the proposal would mean another gap of 12 years between two censuses. It is unfortunately too late to consider the present proposal in connection with a plan for quinquennial censuses.

I have no hesitation, therefore, in advising strongly against any such proposal.

(i) Compilation of a Voluntary National Register.

The following remarks may exceed the terms of reference in some respects, but I have found it impossible to report adequately on the proposals of the Chairman of the Man Power Committee without some preliminary consideration of the objects and requirements of a National Register.

The Objects of a National Register.

Two main objects could be served by the compilation of a National Register -

I. An assessment of the skilled labour and man-power resources of the country, in order (i) to throw light on the adequacy or inadequacy of existing resources, (ii) to allow time for action to train categories of labour found to be deficient, and (iii) to facilitate allocation of man-power resources in time of emergency.

II. Collection of particulars relating to persons willing to volunteer for emergency auxiliary services, e.g. fire-fighting, decontamination work, ambulance and first-aid work, etc.

The second object (II) is the one to which the British National Register is chiefly devoted, and this for two reasons. In the first place, the greater danger of Air Raids makes the question of emergency auxiliary services much more urgent in Britain than in Australia; while, secondly, there is no doubt at all that British resources in skilled labour are more than adequate to the likely demand for them. In the latter respect the British problem is one of allocation rather than assessment, and it has apparently been decided that the publication of a list of "reserved occupations" is all that is necessary at present.

The first object (I) is the more urgent in Australia, and, while there is some need for the second object (II), the latter could be quite easily served by measures much less comprehensive than the compilation of a National Register.

Emergency Auxiliary Services.

The suggestion is made at once that primary responsibility for the organisation of these services should be delegated to the States, Commonwealth participation being restricted to (i) the provision of technical advice on matters of which the Defence Department has special knowledge, (ii) (possibly) financial assistance in providing some types of specialised equipment, e.g. gas-masks, first-aid supplies, standardised handbooks and instructions, and (iii) handing over to the appropriate authorities particulars of prospective volunteers which may come into possession of the Commonwealth as part of, or incidental to, any form of National Register which may be established.

The States are in a much better position to organise this class of work than the Commonwealth, as most of the "normal" services of this kind are already operated by or under the authority of the State Governments. Overlapping would also be avoided, particularly in New South Wales, where considerable organisation of this kind has already been commenced; while it would help to keep the States occupied on useful work to the possible exclusion of more grandiose schemes of "State" defence. A further merit of this proposal is the opportunity given for diverting the flood of well-meaning women from the Defence Department to the State organisations.

The Requirements of a National Register in Australia.

A. Technical Requirements.

These are concerned on the one hand with the demand for skilled labour in industries and defence services of varying

degrees of urgency; and, on the other, with the present and potential supply of labour to fill those demands. The labour demand for the most essential industries is much easier to ascertain than the available supply of workers, who are at present spread through a wide range of industries and employments, working on their own account, or unemployed.

These technical requirements of a National Register are listed below in the order of importance that I would assign to them:

Very Urgent.

1. The demand for skilled labour, according to individual crafts and occupations, in Government and private factories and annexes responsible for the production of munitions and war stores. (Ascertainable by direct inquiry).
2. The demand for skilled labour in private factories and other industrial establishments producing or processing essential materials for use in munition factories and for the most urgent needs of the civil population. (Ascertainable by direct inquiry and questionnaire).
3. The supply of skilled labour available for (1) munitions factories and annexes, and (2) other factories and establishments producing for urgent needs; and the sources from which such labour could be rapidly drawn in the event of emergency. (Ascertainable with fair success by questionnaire from an extensive range of employers - employers only to be listed by name).

Urgent.

4. The demand for skilled labour in all factories, industrial establishments and public utilities whose activities would require to be maintained or expanded in the event of prolonged hostilities. The nature of these establishments is being investigated by the Industrial Panel and the Financial and Economic Committee. (Ascertainable by a more extensive questionnaire to employers).
5. The supply of skilled labour available for the establishments mentioned in (4); and the sources from which such labour could be drawn. (Ascertainable with an uncertain degree of success by questionnaire from the whole range of employers in an extensive range of industries. The inquiry into demand and supply would be undertaken in the same questionnaire. Employers only would be listed by name as the "source" of supply.)

Desirable.

6. The names and addresses of the skilled labour supply mentioned in (3) above. (Could probably be ascertained privately from certain employers, but this would savour of an underhand method of a "compulsory" register, and might be objectionable politically).
7. A complete assessment of the skilled labour available for the establishments mentioned in (4) above. (Ascertainable only by a compulsory "census", which would include small

/establishments

establishments in all industries, people working on own account, and those at present unemployed).

8. The names and addresses of the skilled labour supply mentioned in (7) above, together with particulars about alternative occupations, i.e. special skill or training additional to that necessary in present occupation. (Ascertained only by a compulsory "census" and compulsory "registration").

Supplementary.

9. Bulk analyses of the total male population by age, occupation, marital status, fitness, dependants, nationality, etc. (Ascertained only by a compulsory "census"; compulsory "registration" not required).
10. The names, addresses and some particulars of volunteers for specified emergency auxiliary services. (Ascertained adequately by voluntary effort, with or without the collection of personal cards by a centralised organisation).

B. Administrative Requirements.

If any kind of Register aiming at comprehensive results is to be proceeded with on a voluntary basis, it is essential to reckon with (a) the probability of partial failure, and (b) the possibility of events ultimately forcing a decision in favour of a compulsory Register.

For these reasons it would be a matter of mere financial prudence to design the "voluntary" organisation in such a way that the partial results obtained would not be entirely wasted in the event of failure. Hence the "voluntary" scheme should be so designed that a "compulsory" scheme could be readily grafted on to it at a later stage, if and when this appeared necessary. It should also be such as to afford the necessary training and practice to the personnel which might eventually have to compile a "compulsory" Register.

C. Political Requirements.

Certain considerations which may be regarded as more or less of a political character are suggested for consideration:

1. Compulsion versus Free Will. A wide distinction can be drawn between the compulsory provision of information (e.g. census returns, statistical and taxation returns, etc.) and compulsory registration. The former implies a counting of anonymous units according to their characteristics; the latter involves the counting and recording of the units as named individuals. There can be no political objection to the former; there may be (and Cabinet has presumably decided there would be) political objection to the latter. If Cabinet has not already decided against the former it would still be open to consider a scheme such as that recommended in the Blamey-Shedden-Wilson Report providing for compulsory returns but voluntary registration. This would be less valuable than a completely compulsory system, but much more valuable than a completely voluntary system.

2. The Need for Spectacular Action. In view of the Government's announced intention to proceed with a National Register, and current popular conceptions of the nature of such a Register, there is some question whether the Government can afford not to do something which will appeal to the imagination of the public and the press. It might be suggested that, irrespective of any practical value attaching to the results obtained, the psychological effect of a large-scale appeal to the individual could be of considerable value in bringing home to the people the urgency of the national defence question. Moreover, irrespective of the decision reached on National Insurance on March 1st, the need for a diversion on or about that date is clearly apparent. Hence something in the way of an authoritative announcement on the National Register should be ready.

3. An Outlet for Voluntary Effort. If a voluntary scheme is proceeded with, the organisation should, if possible, provide some outlet for the activities of the Defence Leagues and other organisations which are even now straining at the leash. On the other hand, the association of such bodies with the detailed answers to questionnaires should be reduced to the limit.

Methods of Establishing a National Register.

The method to be adopted obviously depends on the object of the Register, and the extent to which it is desired to secure full coverage within the field chosen for inquiry. The more practicable proposals are listed below, with brief comments on their relative merits.

Alternative I. The compulsory "census method" recommended in the Blamey-Shedden-Wilson Report.

This was directed towards fulfilling "technical requirements" 7, 8 and 9. The information for numbers 1, 2, 4 and 10 would have been obtained by other methods. The chief advantages are the full coverage obtained, the relatively low cost, and the spectacular appeal.

Cabinet has decided against this method, which is not further considered.

Alternative II. The voluntary method recommended in the Blamey Report of 14th February.

The method suggested in this report would no doubt be practicable, and the plans have been carefully worked out. It is noteworthy, however, that the author of the proposals himself draws attention to the following drawbacks:

1. The undertaking would be a "gargantuan" one involving tremendous problems of organisation.
2. The cost would be very high, and very considerably higher than under the compulsory method. "Without the employment of the necessary personnel to implement the scheme, there is serious danger of a breakdown."
3. The time required to collect the cards would be much greater than under the compulsory method. It is estimated that 7,000 voluntary helpers would be required, spread throughout the Commonwealth.

4. The coverage would almost certainly fall far short of a reasonable proportion of the population.

To these drawbacks the following may be added:

5. The availability of the personal particulars on the cards to the army of voluntary helpers, both during and after collection would probably be resented by the public. This view is strengthened by actual experience during the taking of population censuses, and criticisms which have been raised in Great Britain.
6. A request for the filling-in of one card might succeed, but a request for cards in duplicate would produce a good deal of exasperation and refusal to co-operate.
7. The Register might be swamped with cards from well-meaning but relatively useless people who wished to volunteer for auxiliary services; while the number of skilled labourers returning cards would probably be relatively small.
8. The organisation could not be swung over in an emergency to a compulsory basis, should this eventually prove essential.
9. Much of the time and cost of the voluntary effort would be dissipated on the initial and subsequent organisation of the volunteers for auxiliary services.
10. Many heads of local governing authorities have strong political views, and it would not be possible to rely in all cases on their full co-operation in establishing and operating the machinery required.
11. The proposals for subsequent utilisation of the cards seem to call for a far greater degree of decentralisation than would be either necessary or efficient.

Alternative III. The "Census method" recommended in the Blamey-Shedden-Wilson Report made compulsory as to supplying information, but voluntary as to registration.

This would supply complete coverage as to numbers and partial coverage as to names. People supplying cards would indicate thereon whether they agreed to having their names put on the Register. (In effect they would be casting a vote, and the scheme might even be extended to form both a popular vote on the question of compulsory registration, and registration itself in the event of an affirmative vote). At the same time, a publicity campaign would be required, in order to convince people of the undoubted advantages to themselves of being on the Register.

Questionnaires to employers to ascertain the demand for skilled labour in essential industries (see "technical requirement" no. 4) would be undertaken in addition to the general census of labour.

The emphasis that would be placed on the "occupational questions" would afford valuable experience and training to a key staff to be subsequently used on the 1941 Census. This task was tackled for the first time in the 1933 Census, and the results were not entirely satisfactory.

/Alternative IV.

Alternative IV. The "census method" recommended in the Blamey-Shedden-Wilson Report, but without any legislative obligation to obtain and supply a card.

- (a) Cards to be made available at Post Offices and other centres, and field canvassers not to be employed.

This would have some element of public appeal, but very little. It is possible that few people would actually go to the Post Offices to collect the cards, and the Government might be accused of lack of interest.

- (b) Cards to be posted to every male person on the electoral rolls, the work of addressing envelopes to be undertaken by voluntary organisations such as the Women's organisations and the Defence Leagues.

This would have a much wider element of public appeal, and the Government could claim that it had made every effort to make the voluntary appeal successful. The most laborious part of the initial work would be the addressing of envelopes, and this would form a very suitable opportunity for utilising the services of those voluntary organisations which are so anxious to assist in this matter. The cards would be returned by post to the central authority, so the voluntary workers would not be in a position either to canvass personally or to see the particulars contained on the completed cards.

Supplies of cards could also be furnished to Post Offices and large establishments for distribution on application.

By posting cards to male electors only, the Register authorities would no doubt escape part of the avalanche of cards that might otherwise be expected from women and girls for whom no useful outlet can be found.

Questionnaires to employers to ascertain the demand for skilled labour in essential industries (see "technical requirement" no. 4) would be undertaken in addition to the individual card inquiry, as under Alternative III.

Organisation for Subsequent Use of the Information.

This can only be determined satisfactorily after Cabinet has made a decision as to the general nature and scope of the Register. If Alternative III or Alternative IV is chosen a somewhat similar procedure to that outlined in the Blamey-Shedden-Wilson Report would be followed.

Registration of Women.

This is dealt with satisfactorily in the Blamey Report. I would suggest, however, that the registration of female industrial and professional workers should be actively encouraged, and the cards dealt with in the same way as the cards received from men. Other classes of women should be invited to register only if they are prepared to volunteer for personal service.

The cards from "female volunteers" could either be handed over to the States directly, or dealt with by the Australian

Defence Leagues as suggested in the Blamey Report.

Guide Book.

The labour census aspect could be dealt with satisfactorily in the initial stages by "instructions" to be issued with the cards. If any guide-book is issued, however, it would be an advantage to include therein a list of occupations somewhat similar to the "reserved occupations" listed in Great Britain.

It would be of considerable value to issue a guide-book for the guidance of prospective volunteers, who are at present being seriously misled by the well-meaning efforts of all sorts of voluntary bodies. State officers concerned with the organisation of auxiliary services should be consulted when the book is being compiled. The State organisation of the National Insurance Commission might be co-opted temporarily to assist in this work.

Such a book would not need to be distributed universally, but chiefly to Post Offices, field staffs, voluntary organisations, trade unions, etc.

Administration of the Survey.

- (i) Collection of Data. If the Blamey Report is adopted, the Man Power Committee should be given the responsibility of collecting the cards.

If either Alternatives I or III is adopted the Commonwealth Statistician and the Man Power Committee should co-operate in the work, and the services of the National Insurance Commission staff should be utilised as far as they are available and suitable for the tasks involved.

- (ii) Classification and Tabulation. This can be undertaken most efficiently by the Commonwealth Statistician, whichever alternative is adopted.
- (iii) Subsequent Use of Data. This would be a matter for arrangement between the Commonwealth Statistician and the Man Power Committee. The results, or such of them as are of interest, should also be made available to the several "national planning" committees at present working in co-operation with the Defence Department.
- (iv) Staff. Depending on the decision on National Insurance, the demand for temporary staff should be met as far as possible by utilising the services of unattached officers of the National Insurance Commission. Further, preference should be given in employment to persons whose experience and training could be utilised in connection with the 1941 population census.
- (v) Suggestion for an Organising Committee. In view of the probable inter-departmental character of the organisation required, it is suggested that a National Register Committee be set up -

- (a) To consist of the (Chairman of the Man Power Committee
(Commonwealth Statistician
(Secretary, Department of Defence
(Chairman, National Insurance
(Commission

/(b)

- (b) With power to co-opt (the Chief Electoral Officer
(Representatives of "national
(planning" committees

Sample Register Card.

To give some idea of the kind of particulars that could be collected and readily handled, the attached rough draft is included. It would require further consideration and re-arrangement in certain particulars before being finally adopted. It has been designed to afford the minimum of essential information and to facilitate filing, coding and the subsequent machine processes involved in classification and tabulation.

Summary of Recommendations.

1. The taking of a census of wealth should be seriously considered if a compulsory National Register is compiled, but not otherwise.
2. The results of such a census would have little value in themselves, but would help to make a compulsory Register more acceptable. The extra cost would not be substantial in comparison with the total cost of the Register.
3. It would be inadvisable for statistical reasons to attempt to advance the date of the 1941 Census.

4. It would be impracticable to obtain all the necessary particulars for a National Register from the Census schedules, and it would be impossible to obtain any useful information within a reasonably short period.
5. Use of the Census schedules would require legislative action involving the compulsory principle.
6. Alternative III (p. 7) is strongly recommended for further consideration.
7. Failing approval of Alternative III, Alternative IV(b) (p. 8) is recommended as the most suitable method after taking all the circumstances into account.
8. Primary responsibility for the organisation of emergency auxiliary services should be delegated to the State Governments.
9. A suitable general guide to volunteer activities and a list of essential occupations should be compiled and published immediately.
10. Only female industrial and professional workers should be included in the main Register. Volunteers for emergency services should be handed on to State organisations, or registered by the women's sections of the Defence Leagues.

THE COMMONWEALTH OF AUSTRALIA.

NATIONAL REGISTRATION.

No. 11 of 1939.

An Act to provide for the taking of Censuses for the purpose of National Registration, for the establishment of a National Register, and for other purposes.

[Assented to 20th June, 1939.]

BE it enacted by the King's Most Excellent Majesty, the Senate, and the House of Representatives of the Commonwealth of Australia, as follows:—

1. This Act may be cited as the *National Registration Act 1939*. Short title.
2. This Act shall come into operation on the day on which it receives the Royal Assent. Commencement.
3. In this Act, unless the contrary intention appears— Definitions.
 - “officer” includes the Executive Officer and any officer or employee, whether temporary or permanent, of the Commonwealth or of a State, who is declared by the Minister by notice in the *Gazette* to be an officer for the purposes of this Act, or whose office is so declared to be an office to which this Act applies;
 - “the Board” means the National Register Board established under this Act; and
 - “the Executive Officer” means the Executive Officer of the Board appointed under section five of this Act.

Appointment of
National
Register Board.

4.—(1.) The Governor-General may appoint a National Register Board, which shall have such powers and perform such duties as are conferred or imposed on it by this Act or the regulations.

(2.) The Board shall consist of a representative of the Department of Defence, who shall be Chairman of the Board, a representative of the Department of Supply and Development and the Commonwealth Statistician.

Executive
Officer of
Board.

5.—(1.) There shall be an Executive Officer of the Board who shall be appointed by the Governor-General and who shall, subject to the control of the Board, exercise and perform such powers and duties of the Board as it directs or as are prescribed.

(2.) The Executive Officer shall be appointed for a period not exceeding five years and shall be eligible for re-appointment :

Provided that the Executive Officer shall not be appointed for a period which will expire after he attains the age of sixty-five years.

(3.) The Executive Officer shall receive such remuneration as the Governor-General determines.

(4.) The Executive Officer shall not be subject to the *Commonwealth Public Service Act 1922-1937*.

(5.) Where a person appointed as Executive Officer in pursuance of this section was, immediately prior to his appointment, an officer of the Public Service of the Commonwealth, his service as Executive Officer shall, for the purpose of determining his existing and accruing rights, be taken into account as if it were service in the Public Service of the Commonwealth, and the *Officers' Rights Declaration Act 1928-1933* shall apply as if this Act and section had been specified in the Schedule to that Act.

Removal
from office.

6. The Governor-General may at any time remove the Executive Officer from office on the grounds of incapacity or misbehaviour.

Vacation of
office.

7. The Executive Officer shall be deemed to have vacated his office if—

(a) he becomes bankrupt, or applies to take the benefit of any Act or State Act for the relief of bankrupt debtors, or compounds with his creditors, or makes an assignment of his salary for their benefit ;

(b) except on leave granted by the Governor-General, he absents himself from duty for fourteen consecutive days or for twenty-eight days in any twelve months ; or

(c) he resigns his office and his resignation is accepted by the Governor-General.

Illness or
absence of
Executive
Officer.

8. In the case of the illness or absence of the Executive Officer, the Governor-General may appoint a person to act as Executive Officer and the person appointed shall, while so acting, have all the powers and perform all the duties of the Executive Officer and shall receive such remuneration as the Governor-General determines.

9.—(1.) The

9.—(1.) The Board or the Commonwealth Statistician may, in relation to any particular matters or class of matters, or to any particular State, Territory or part of the Commonwealth, with the approval of the Minister, by instrument in writing, delegate to any officer all or any of its or his powers and duties under this Act (except this power of delegation) so that the delegated powers and duties may be exercised by the delegate with respect to the matters or class of matters, or the State, Territory or part of the Commonwealth specified in the instrument of delegation.

Delegation by Board or Statistician.

(2.) Every delegation shall be revocable in writing, at will, and no such delegation shall affect the exercise or performance by the Board or the Commonwealth Statistician, as the case may be, of any power or duty.

10.—(1.) The Governor-General may enter into any arrangement with the Governor of any State providing for any matter necessary or convenient for the purpose of carrying out or giving effect to this Act, and in particular for—

Arrangements with State Governments as to execution of Act.

- (a) the execution by State officers of any power or duty conferred or imposed on any officer under this Act or the regulations;
- (b) the collection by any State Department or officer of any information required for the purposes of this Act or the regulations; and
- (c) the supplying of information by any State Department or officer.

(2.) All State officers executing any power or duty conferred or imposed on any officer under this Act or the regulations, in pursuance of any arrangement entered into under this section, shall for the purposes of the execution of that power or duty, be deemed to be officers under this Act.

11. Every officer of the Commonwealth or a State executing any power or duty conferred or imposed on any officer under this Act shall, before entering upon his duties or exercising the power, make before a Justice of the Peace, a Commissioner for Declarations or a Commissioner for Affidavits a declaration in the prescribed form.

Declaration by officers.

12. An officer of the Commonwealth or a State shall not, except as allowed by this Act, divulge the contents of any form filled in in pursuance of this Act.

Officers to observe secrecy.

13. The Board and the Commonwealth Statistician, and any officer of the Commonwealth or a State to whom any information obtained under this Act is made known in accordance with this Act or the regulations, shall not, unless the Minister certifies that it is necessary in the public interest that the information contained in any form filled in in pursuance of this Act or the regulations should be divulged, divulge the contents of any such form, and then only to the Minister or to such other officer or officers as the Minister directs:

Disclosure of information.

Provided

Provided that the contents of any such form relating to property shall not be divulged to the Minister, and the Minister shall not direct that its contents be divulged to any officer other than the Commissioner of Taxation.

Keeping of
National
Register.

14.—(1.) There shall be a National Register, which shall be compiled and maintained in such form, and shall be kept in such manner, as the Board directs.

(2.) There shall be entered in the Register such particulars as are supplied to the Commonwealth Statistician under this Act.

Taking of
census.

15. A census or censuses of male persons or classes of persons who have attained the age of eighteen years and have not attained the age of sixty-five years and a census of property shall be taken in such States, Territories or parts of the Commonwealth and on such day or days or within such period or periods as the Governor-General by Proclamation directs.

Preparation and
issue of forms.

16.—(1.) The Commonwealth Statistician shall, subject to any Proclamation and to the directions of the Minister, prepare forms and instructions, and take all necessary steps, for the taking of any census directed to be taken under this Act.

(2.) The forms so prepared shall be made available at post offices and postal receiving offices throughout the Commonwealth, and at such other place or places as the Minister directs.

Persons
required to fill
in and supply
census forms to
Commonwealth
Statistician.

17.—(1.) Every person who is included among the persons or classes of persons of whom a census is directed to be taken under this Act shall—

- (a) obtain, or cause to be obtained, the form which, for the purposes of the census, he is required to fill in;
- (b) fill in and supply in the form, in accordance with the instructions contained in or accompanying it, all the particulars specified therein;
- (c) sign his name to the form; and
- (d) within the time specified in the Proclamation by which the census is directed to be taken, transmit the form to the Commonwealth Statistician in accordance with the instructions contained in or accompanying the form.

(2.) Every person who owns property of a value not less than the prescribed value shall fill in and furnish to the Commonwealth Statistician in accordance with the regulations a form or forms, in accordance with the form in the First Schedule to this Act setting out the particulars specified in that form.

(3.) Where a person to whom sub-section (2.) of this section applies is absent from Australia the agent (if any) of that person in Australia shall for the purposes of this section be deemed to be owner of the property of that person.

(4.) Without limiting the operation of the provisions of sub-section (3.) of this section, where shares in or debentures of any company are owned by persons resident outside Australia, the secretary or other prescribed officer of the company shall, for the purposes of this section, be deemed to be the owner of the shares and debentures so owned.

18. The

18. The form which shall be used for the purpose of any census of persons or classes of persons directed to be taken under this Act shall be in accordance with the form in the Second Schedule to this Act.

Particulars to be specified in form.

19. For the purpose of any inquiries or observations necessary for the proper carrying out of this Act, all persons shall, when required by the Commonwealth Statistician or by any officer authorized in that behalf in writing by the Commonwealth Statistician, answer questions and produce documents within such time as the Commonwealth Statistician or the authorized officer thinks fit.

Power of officers to ask questions and require production of documents.

20. The Board, with the consent of the Minister, may, from time to time, require any person included among the persons or classes of persons who have been required to furnish particulars for the purpose of any census taken under this Act to fill in and furnish to the Commonwealth Statistician a form or forms in accordance with one or both of the forms in the Schedules to this Act setting out the particulars specified in the form or forms as at the date the requirement is made.

Fresh forms to be supplied as required.

21. Any male person who, after the taking of the first census under this Act—

- (a) attains the age of eighteen years; or
- (b) being not less than eighteen years, nor more than sixty-five years, of age, arrives in the Commonwealth or in a Territory of the Commonwealth for the purpose of residing therein for more than twelve months,

Persons attaining eighteen years to fill in census form.

shall, within thirty days after his attainment of the age of eighteen years or within thirty days after the date of his arrival, as the case may be, obtain, fill in and furnish to the Commonwealth Statistician a form in accordance with that contained in the Second Schedule to this Act.

22. Any male person who has attained the age of eighteen years, or who, after the commencement of this Act, attains the age of eighteen years, and has not attained the age of twenty-one years shall, within thirty days of any change occurring in his address, notify that change of address in the prescribed manner.

Change of address to be notified.

23.—(1.) Any person who—

- (a) contravenes or fails to comply with any provision of this Act, or of any Proclamation, regulation or requirement made in pursuance of this Act;
- (b) is included among the persons or classes of persons required to furnish particulars for the purpose of any census taken under this Act and who fails to transmit to the Commonwealth Statistician within the time specified in the Proclamation by which the census is directed to be taken, a form filled in in accordance with the instructions contained in or accompanying it;

Offences.

(c) knowingly

(c) knowingly makes in any form or document filled in or supplied in pursuance of this Act, or in answer to any question asked of him under the authority of this Act, any statement which is untrue in any material particular; or

(d) forges, or utters knowing it to be forged, any form or document under this Act,

shall be guilty of an offence.

(2.) The punishment for an offence against this Act shall, where no other penalty is provided, be a fine not exceeding Fifty pounds or imprisonment for a term not exceeding three months, or both.

(3.) A prosecution in respect of an offence against this Act shall not be instituted without the consent in writing of the Minister, or a person thereto authorized in writing by the Minister.

Census matter
to be sent free
by post.

24. All papers provided for by this Act or the regulations may be transmitted through the post free of charge, subject to any postal regulations, and all papers so transmitted, if duly addressed, shall, on proof of posting, unless the contrary is shown, be deemed to have been duly served on and received by the person to whom they were addressed on the day when in the ordinary course of post they should have been received at his address.

Onus of prov.

25. In any proceedings for an offence against this Act—

(a) the averment of the prosecutor contained in the information that the defendant is included among the persons or classes of persons specified in any Proclamation under this Act shall be deemed to be proved in the absence of proof to the contrary; and

(b) a certificate in writing signed by the Commonwealth Statistician, certifying that no form, filled in and signed by the defendant in accordance with this Act, has been received by the Commonwealth Statistician, shall be *prima facie* evidence that the defendant has failed to transmit the form to the Commonwealth Statistician.

Regulations.

26. The Governor-General may make regulations, not inconsistent with this Act, prescribing all matters which by this Act are required or permitted to be prescribed, or which are necessary or convenient to be prescribed, for carrying out or giving effect to this Act and in particular for prescribing penalties not exceeding Fifty pounds or imprisonment for a term not exceeding three months or both for any offence against the regulations.