

CHAPTER III.—EMPLOYMENT.

§ 1. Industrial Disputes.

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

Annual figures for subsequent years have been given in Labour Reports Nos. 6 to 20, while details of industrial disputes during the year 1930 are furnished in this Report.

2. **Industrial Disputes in Industrial Groups, 1930.**—The following table gives particulars of industrial disputes involving stoppage of work during the year 1930 in industrial groups. A list of the 14 groups included in the classification will be found in the preface. Similar information for the years 1914 to 1929 was published in Labour Reports Nos. 6 to 20.

The number of industrial disputes recorded during 1930 was 183, as compared with 259 during the previous year. In New South Wales 156 disputes occurred. Of this number 121 involved workpeople engaged in the coal-mining industry. Working days lost during 1930 totalled 1,511,241 for all disputes in Australia as compared with 4,461,478 working days lost during 1929. The estimated loss of wages was £1,592,342 in 1930 as compared with £4,569,305 for the year 1929.

Industrial Disputes in Industrial Groups, 1930.

Class.	Industrial Group.	Number.	Estab-lishments In-volved.	Workpeople Involved.			Working Days Lost.	Esti-mated Loss in Wages.
				Directly.	In-directly.	Total.		
New South Wales—								
II.	Engineering, metal works, etc.	7	7	332	176	508	2,065	£ 2,241
III.	Food, drink, etc.	9	106	4,445	205	4,650	62,930	60,292
VI.	Other manufacturing	2	2	38	76	114	1,719	1,040
VIII.	(a) Coal-mining	121	151	38,908	962	39,870	1,327,298	1,397,838
	(b) Other mining, quarries, etc.	2	2	71	14	85	660	761
IX.	Railway and tramway services	1	1	81	147	228	25,992	27,291
XI.	Shipping, wharf labour, etc.	1	1	40	..	40	80	70
XII.	Pastoral, agricultural, etc.	1	90	600	300	900	18,000	22,900
XIV.	Miscellaneous	12	24	1,903	271	2,174	4,625	3,363
	Total	156	384	46,418	2,151	48,569	1,443,366	1,516,296
Victoria—								
II.	Engineering, metal works, etc.	1	1	152	..	152	7,448	6,850
III.	Food, drink, etc.	2	2	65	23	88	128	220
VIII.	(a) Coal-mining	1	1	128	..	128	128	130
XIV.	Miscellaneous	1	1	40	..	40	40	28
	Total	5	5	385	23	408	7,744	7,228
Queensland—								
II.	Engineering, metal works, etc	1	1	4	3	7	35	33
III.	Food, drink, etc.	1	1	263	..	263	1,315	1,020
VIII.	(a) Coal-mining	2	2	91	17	108	356	388
	(b) Other mining, quarries, etc.	2	4	786	..	766	3,129	4,350
XII.	Pastoral, agricultural, etc.	1	20	300	50	350	4,900	5,200
XIV.	Miscellaneous	3	3	137	..	137	137	88
	Total	10	31	1,561	70	1,631	9,881	11,059

Industrial Disputes in Industrial Groups, 1930—continued.

Class.	Industrial Group.	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
I.	South Australia—							£
III.	Wood, sawmill, timber, etc.	2	9	103	6	109	773	694
X.	Food, drink, etc.	1	3	123	..	123	750	660
XI.	Other land transport	1	23	800	..	800	4,300	3,440
XIII.	Shipping, wharf labour, etc.	2	11	1,542	..	1,542	16,055	17,503
	Domestic, hotels, etc.	1	200	300	..	300	600	690
	Total	7	246	2,870	6	2,876	22,778	22,987
V.	Western Australia—							
XII.	Books, printing, binding, etc.	1	1	18	..	18	72	76
	Pastoral, agricultural, etc.	1	25	450	..	450	27,000	34,302
	Total	2	26	468	..	468	27,072	34,378
VIII.	Tasmania—							
XIV.	(a) Coal-mining	2	2	230	..	230	360	370
	Miscellaneous	1	1	40	..	40	40	24
	Total	3	3	270	..	270	400	394
I.	Australia—							
II.	Wood, sawmill, timber, etc.	2	9	103	6	109	773	694
III.	Engineering, metal works, etc.	9	9	488	179	667	9,548	9,124
IV.	Food, drink, etc., manufacturing and distribution	13	112	4,898	228	5,126	65,128	62,102
V.	Books, printing, binding, etc.	1	1	18	..	18	72	76
VI.	Other manufacturing	2	2	38	76	114	1,718	1,040
VIII.	(a) Coal-mining	126	156	39,357	979	40,336	1,328,142	1,398,706
	(b) Other mining, quarries, etc.	4	6	837	14	851	3,798	5,111
IX.	Railway and tramway services	1	1	81	147	228	25,992	27,291
X.	Other land transport	1	23	800	..	800	4,300	3,440
XI.	Shipping, wharf labour, etc.	3	12	1,582	..	1,582	16,135	17,573
XII.	Pastoral, agricultural, etc.	3	135	1,350	350	1,700	49,000	62,402
XIII.	Domestic, hotels, etc.	1	200	300	..	300	600	690
XIV.	Miscellaneous	17	29	2,120	271	2,391	4,842	4,008
	Total—Australia (a)	183	696	51,972	2,250	54,222	1,511,241	1,592,842

(a) The following disputes commenced in, and were uncompleted at the end of the year 1929, and in respect of "Number" and "Establishments" are duplicated in the figures for 1930, viz. :—New South Wales—Six disputes; 35 establishments involved; workpeople involved—directly, 10,559; indirectly, 173; total, 10,732.

3. Particulars of Principal Disputes in 1930.—(i.) *General.*—The preceding tables show the number and effect of all disputes for the year 1930 classified according to Industrial Groups. The figures show large decreases compared with those of the previous year as regards number of working days and amount of wages lost. The number of disputes is the lowest since 1926. The tables show that of the total number of disputes (183) which occurred in 1930, no less than 130 were in connexion with the mining industry, and of these, 123 occurred in New South Wales. The total loss in wages through all disputes in Australia was £1,592,342. The loss through 121 disputes in the coal-mining industry in New South Wales was £1,397,838, or 88 per cent. of the total loss in wages for Australia.

(ii.) *Details regarding Principal Disputes.*—The principal disputes which occurred during the year 1930 involved slaughtermen and other employees at the abattoirs, Homebush Bay, and other slaughtering establishments near Sydney; engineers at the State Electricity Commission's works at Yallourn, Victoria; wharf labourers, carters and timber workers at Port Adelaide, South Australia; and shearers in certain districts of New South Wales, Queensland and Western Australia. The dispute concerning the rates of

pay at the collieries in the northern district of New South Wales, which commenced in March 1929, was current at the end of the year and did not terminate until June 1930. Brief particulars regarding the above-mentioned dislocations of work are given hereunder.

The most serious dislocation of work recorded during recent years in Australia commenced on 2nd March 1929, when the principal collieries on the northern coal-fields of New South Wales closed down owing to the refusal of the employees to accept reduced rates of wages. For some time prior to the closing down of the collieries, the coal position in Australia had become very serious, owing to depression in trade and the loss of oversea markets. Exports of Australian coal declined considerably during 1928, as compared with previous years, and oversea competition became so keen that coal was being imported into Australia at a lower price than locally produced coal could be sold. The New South Wales colliery proprietors were unable to quote at a profit against oversea coal, and attributed their inability to do so to the high cost of production locally.

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

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

Trade continued to decline, and the proprietors of the principal collieries on the Northern field decided to close the pits, owing to the lack of orders and to their inability to compete at a profit against the oversea coal. The closing of the majority of the Northern collieries, numbering about 30 with 10,000 employees, occurred on 2nd March 1929, after a fortnight's notice of the owners' intentions had been given to the employees.

On 31st May, a Royal Commission was appointed to inquire into and make recommendations and report upon—(a) the present position of the coal industry, including the production, carriage, export, distribution, and sale of coal; (b) the causes which have led to the present position of the coal industry. The Commission met during June, and issued an interim report in September. The final report of the Commission was presented to the State Parliament on 29th March 1930, and contained recommendations for the re-organization of the coal industry in the interests of the industry and of the general community. The findings of the Commission were not accepted by the parties involved in the current dispute.

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

Notwithstanding special efforts by the members of the Commonwealth and State Governments to effect a settlement of the dispute, the collieries remained idle. Numerous conferences were convened, including one under the provisions of the Industrial Peace Act, and two under Section 16 (a) of the Commonwealth Conciliation and Arbitration Act. The dispute continued until June 1930. The actual result of the industrial conflict was the reduction of rates of pay in the whole of the Newcastle area by 12½ per cent. on hewing rates and 6d. per day on daily rates, a reduction by the New South Wales Government of railway freightage and shipping charges on coal produced in Newcastle area by 1s. 6d. per ton, and a reduction by certain shipping companies of 3d. per ton on coal exported to other States. The selling price of coal was reduced by 3s. 3d. per ton at port of shipment or 1s. 9d. per ton at the mines as from 2nd June 1930. The rates of pay for contract workers and day workers in the Southern and Western colliery districts of New South Wales, in Tasmania, and at the State-owned mine at Wonthaggi, Victoria, were reduced to the same extent by an award of the Commonwealth Court of Conciliation and Arbitration made on 15th August 1930.

Two disputes involving slaughtermen and other employees at abattoirs in the County of Cumberland, New South Wales, occurred during 1930; the first dislocation occurred in June and was of short duration, while the second commenced on 8th November and work was not resumed until 8th December. The cause of the stoppage of work in June was the enforcement by the employers of the terms of the 48 Hours Act which increased the number of hours of work per week from 44 to 48, with a consequential reduction in the rates of pay for pieceworkers. After negotiations, the representatives of the parties involved were successful in terminating the dispute, the workpeople resuming work on the terms of the 48 Hours Act. The stoppage of work in November was an attempt by the employees to anticipate the proposal of the Government to reduce the working hours per week from 48 to 44 hours, and to obtain an increase in the piece-rates for mutton slaughtermen. Meat supplies were curtailed. Stock sales and the meat export trade were affected. Master butchers undertook the work of killing stock and supplies of meat were received in Sydney from the country. Notwithstanding repeated efforts to settle the dispute the men were idle for over four weeks. After a conference with the Minister for Labour and Industry the parties involved agreed to refer the strike issues to the Industrial Commission, which decided that the men should resume work on the terms of the award made in September 1930, and on work being resumed all questions involved in the dispute to be determined by the Commission at an early date. (The hours of labour per week provided for in the award mentioned were 48 hours.)

The dispute at the State Electricity Commission's works at Yallourn, Victoria, commenced on 9th May, when the engineers stopped work as a protest against certain provisions in the Metal Trades award of the Commonwealth Court. Prior to the award coming into force engineers were receiving a camp and isolation allowance of 6s. 6d. per week. This allowance was not included in the award. An increase in the number of hours of work for certain engineers from 44 to 48 per week was a contributing cause of the dispute. Although the engineers ceased work, the management succeeded in keeping the works going, as the majority of the employees were not involved in the dispute. Several conferences between the parties were held during the currency of the dispute but finality was not reached until the 4th July, when the strike was declared off. Work was resumed on the 7th July, on the terms of the award, on the understanding that the Commission would consider the possibility of making an agreement.

The employment of volunteer labour on the wharves at Port Adelaide, South Australia, was the cause of a serious dislocation of work during August and September. Waterside workers and carters and drivers were mainly affected, but other sections of workers involved in the dispute were seamen, timber workers and employees in flour mills. Coastal shipping was affected, several vessels being held up. Volunteer labourers were subjected to attacks and disturbances occurred. The State Government passed legislation for the preservation of the public safety, and shortly afterwards the trouble ended, the workpeople involved returning to work.

Shearing was delayed in three States during the year. In New South Wales and Western Australia the disputes arose out of the refusal of the shearers to abide by the variation of the award of the Commonwealth Court of Conciliation and Arbitration which provided for a reduction in rates of pay. In New South Wales the rate for shearing was reduced from 41s. to 32s. 6d. per 100 sheep, and in Western Australia from 40s. to 31s. 6d. per 100 sheep. The award of the State Industrial Court in Queensland reduced rates of wage by 10 per cent., the rate per 100 sheep being reduced from 40s. to 36s. These rates were not satisfactory to the shearers and in each State members of the Union refused to sign on at the reduced terms although officially the awards had been accepted by the union. At some sheds the places of those who refused to work were filled by others who were prepared to accept the terms of the award, while shearing at other sheds was deferred pending the termination of the dispute. In New South Wales the dispute commenced on 15th July and continued until 12th August when the men decided to accept employment on the terms of the award as varied. In Queensland shearing was delayed at certain sheds in November, and disputes arose in various localities until February, 1931, when the men decided to accept the terms of the State award which came into operation on 1st December. In Western Australia the dispute commenced in August and continued until 14th November, when the representatives of the employees, after a meeting, recommended a return to work on the terms of the award.

4. Industrial Disputes, 1926 to 1930.—(i.) Australia.—The following table shows in industrial groups the number of industrial disputes, the number of workpeople involved, the losses in working days and wages for each of the years 1926 to 1930, and the aggregate for the whole period :—

Industrial Disputes—Australia, 1926 to 1930.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)		Transport, Land and Sea (Groups IX. to XI.)	Miscel- laneous. (Groups XII to XIV.)	ALL GROUPS.
			Coal- Mining.	Other Mining.			
1926 ..	60	17	218	9	29	27	360
1927 ..	60	19	271	14	41	36	441
1928 ..	28	6	190	4	42	17	287
1929 ..	29	8	193	11	9	9	259
1930 ..	27	..	126	4	5	21	183
1926-30 ..	204	50	998	42	126	110	1,530

NUMBER OF DISPUTES.

Industrial Disputes—Australia, 1926 to 1930—continued.

Year.	Manu- facturing. (Groups I. to VI.)	Building. (Group VII.)	Mining. (Group VIII.)		Transport, Land and Sea (Groups IX. to XI.)	Miscel- laneous. (Groups XII to XIV.)	ALL GROUPS.
			Coal- Mining.	Other Mining.			
1926 ..	12,408	924	91,735	1,372	2,901	3,694	113,034
1927 ..	11,368	9,690	130,911	1,855	42,487	4,446	200,757
1928 ..	3,304	290	72,267	237	17,992	2,332	96,422
1929 ..	25,364	732	68,751	8,015	1,286	456	104,604
1930 ..	6,034	..	40,336	851	2,610	4,391	54,222
1926-30 ..	58,478	11,636	404,000	12,330	67,276	15,319	569,039

NUMBER OF WORKPEOPLE INVOLVED.

1926 ..	12,408	924	91,735	1,372	2,901	3,694	113,034
1927 ..	11,368	9,690	130,911	1,855	42,487	4,446	200,757
1928 ..	3,304	290	72,267	237	17,992	2,332	96,422
1929 ..	25,364	732	68,751	8,015	1,286	456	104,604
1930 ..	6,034	..	40,336	851	2,610	4,391	54,222
1926-30 ..	58,478	11,636	404,000	12,330	67,276	15,319	569,039

NUMBER OF WORKING DAYS LOST.

1926 ..	271,049	10,015	945,105	5,665	36,693	41,734	1,310,261
1927 ..	168,432	342,649	848,823	19,956	304,586	29,135	1,713,581
1928 ..	71,803	3,419	315,121	1,124	367,271	18,540	777,278
1929 ..	1,686,629	4,456	2,496,023	31,748	30,237	2,918	4,461,478
1930 ..	77,232	..	1,328,142	3,798	46,427	55,642	1,511,241
1926-30 ..	2,484,607	360,539	5,933,219	62,291	785,214	147,969	9,773,839

ESTIMATED LOSS IN WAGES.

	£	£	£	£	£	£	£
1926 ..	249,712	7,721	1,093,637	4,474	27,306	32,963	1,415,813
1927 ..	138,418	293,792	995,891	13,689	210,214	24,692	1,676,696
1928 ..	61,160	3,225	377,580	1,069	317,337	14,982	775,359
1929 ..	1,686,629	5,060	2,310,623	36,468	33,971	2,554	4,569,305
1930 ..	73,126	..	1,398,706	5,111	48,304	67,095	1,592,342
1926-30 ..	2,203,645	309,798	6,676,443	60,811	637,132	142,286	10,029,515

Satisfactory comparisons of the frequency of industrial disputes in classified industries can be made only after omitting those which are recorded for coal-mining (Group VIII.). During the year 1930 these disputes represented 69 per cent. of the total during the year, as compared with 75 per cent. during 1929.

During the past five years working days lost through dislocations of work, involving workpeople engaged in coal-mining numbered 5,933,219 representing 61 per cent. of the total loss of working days during the period. The majority of disputes causing this high percentage of loss involved employees in the coal-mining districts of New South Wales. In making any comparison as to the number and magnitude of disputes in this particular class, it should be noted that the number of workers

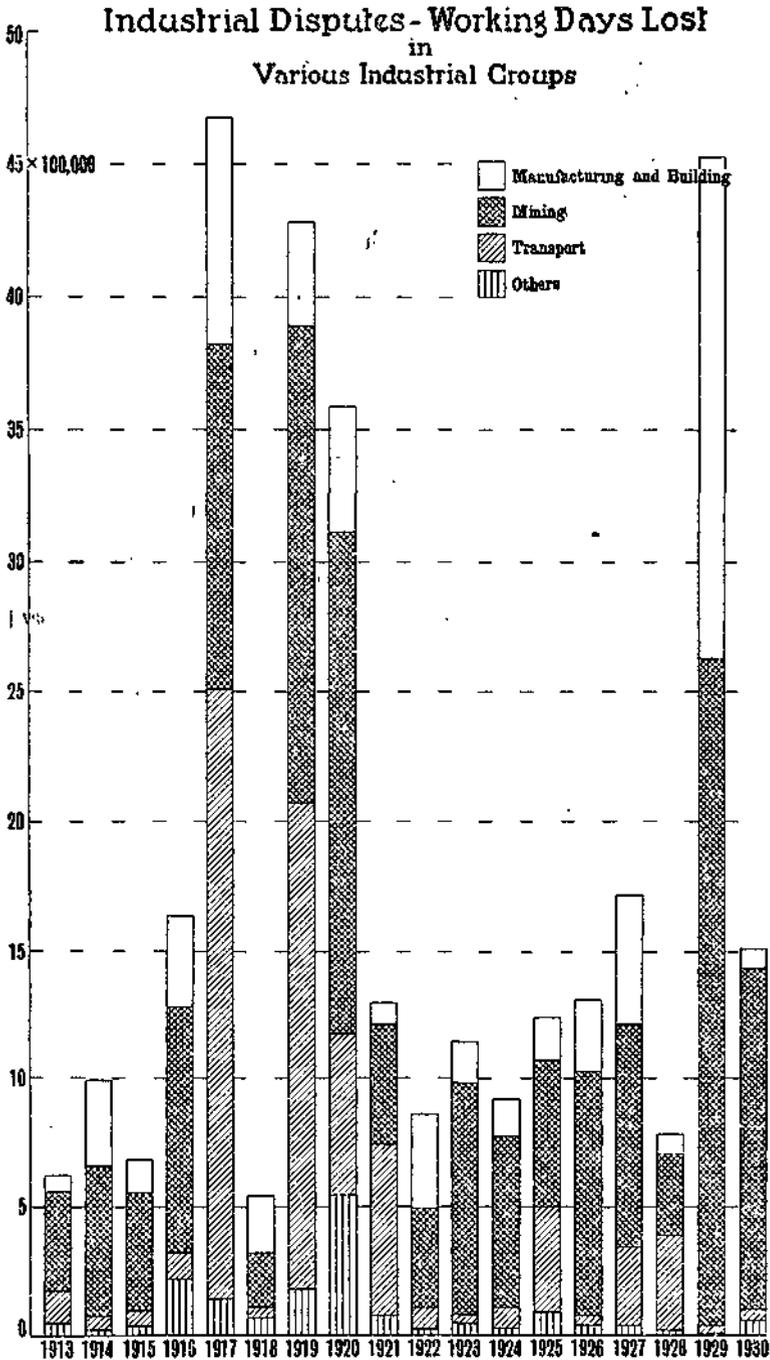
engaged in the coal-mining industry is very much larger in New South Wales than in any of the other States. A serious dispute, involving timber workers in the States of New South Wales and Victoria, was responsible for the higher figures relating to working days and wages lost in the Manufacturing Group during the year 1929.

(ii) *States*.—The number of industrial disputes in each State during the years 1926 to 1930, together with the number of workpeople involved, the number of working days lost, and the estimated loss in wages are given hereunder.

Industrial Disputes—States, 1926 to 1930.

State or Territory.	Year	Number.	Establishments Involved.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
				Directly.	Indirectly.	Total.		
New South Wales	1926	256	631	69,231	28,359	96,640	1,111,230	£ 1,229,410
	1927	339	470	108,116	40,425	148,541	1,133,963	1,230,060
	1928	230	313	70,303	10,119	80,422	480,394	521,768
	1929	231	513	75,197	4,152	79,349	3,146,033	3,421,412
	1930	4156	334	46,418	2,151	48,569	1,443,366	1,516,296
Victoria	1926	33	39	6,320	2,245	8,565	100,735	106,423
	1927	24	36	3,937	921	4,858	54,367	44,470
	1928	21	51	4,309	1,567	5,876	110,659	96,454
	1929	11	320	8,833	12,719	21,552	1,396,676	1,130,565
	1930	5	5	335	23	358	7,744	7,228
Queensland	1926	29	37	2,054	391	2,445	30,118	27,412
	1927	30	376	29,594	640	30,234	428,135	325,384
	1928	12	329	2,358	370	2,728	70,764	62,008
	1929	4	23	1,891	8	1,899	3,443	3,379
	1930	10	31	1,561	70	1,631	9,881	11,059
South Australia	1926	17	60	2,008	740	2,748	22,330	17,133
	1927	19	24	6,517	1,359	7,876	51,234	40,266
	1928	8	40	2,257	1,211	3,468	54,335	45,999
	1929	2	21	632	40	672	9,040	7,910
	1930	7	246	2,370	6	2,376	22,778	22,987
Western Australia	1926	9	28	523	78	601	9,031	6,996
	1927	20	25	3,345	47	3,392	23,819	19,944
	1928	11	62	2,106	422	2,528	54,394	43,472
	1929	4	8	327	50	377	2,672	2,771
	1930	2	26	468	..	468	27,072	34,378
Tasmania	1926	10	12	660	231	891	5,030	4,368
	1927	6	6	354	421	775	14,950	9,182
	1928	4	8	371	84	455	5,595	5,508
	1929	6	40	333	142	475	3,409	3,068
	1930	3	8	270	..	270	400	394
Northern Territory	1926	2	2	93	112	205	966	870
	1927	2	2	333	..	333	5,163	4,753
	1928	1	1	45	..	45	135	150
	1929	..	..	..	..	..	..	..
	1930	..	..	..	..	..	..	..
Fed. Cap. Territory	1926	4	4	329	110	439	30,155	24,204
	1927	1	5	380	..	380	1,900	2,137
	1928	..	..	..	..	..	..	..
	1929	1	1	20	..	20	200	200
	1930	..	..	..	..	..	..	..
Australia	1926	360	513	80,768	32,268	113,034	1,310,261	1,415,313
	1927	441	944	167,531	48,176	205,707	1,713,531	1,676,096
	1928	287	304	82,340	14,073	96,412	777,278	775,358
	1929	259	926	87,493	17,111	104,604	4,461,478	4,569,305
	1930	4133	695	51,972	2,250	54,222	1,511,241	1,592,342

(a) See footnote page 78.



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

5. *Duration of Disputes.*—(i.) *General.*—The duration of each industrial dispute involving a loss of work, i.e., the period which expires between the cessation and resumption of work, is for statistical purposes computed in working days, exclusive of Sundays and holidays, except in those cases where the establishment involved carries on a continuous process (e.g., Metal Smelting and Cement Manufacture). The following limitations of time have been adopted:—(a) One day or less; (b) two days and more than one day; (c) three days and more than two days; (d) over three days and under six days (the latter considered as constituting one week); (e) one week and under two weeks; (f) two weeks and under four weeks; (g) four weeks and under eight weeks; and (h) eight weeks and over.

(ii) *Australia—1926 to 1930.*—Particulars of industrial disputes, according to limits of duration, for Australia for the years 1926 to 1930 are given in the table appended:—

Duration of Industrial Disputes—Australia, 1926 to 1930.

Limits of Duration.	Year	Number.	Workpeople Involved.			Working Days Lost.	Estimated Loss in Wages.
			Directly:	Indirectly:	Total.		
1 day and less	1926	132	33,979	9,039	43,018	43,018	50,923
	1927	162	43,827	5,822	49,649	54,813	64,896
	1928	119	41,892	3,511	45,403	44,781	52,576
	1929	127	41,299	825	42,124	47,860	55,514
	1930	81	21,031	335	21,366	20,907	22,975
2 days and more than 1 day	1926	61	12,011	2,297	14,308	28,636	33,094
	1927	54	14,820	1,060	15,880	30,153	39,859
	1928	29	11,038	458	11,496	22,102	27,056
	1929	31	7,042	523	7,565	15,897	16,931
	1930	27	5,315	298	5,613	11,055	12,422
3 days and more than 2 days	1926	30	3,508	1,224	4,732	14,431	16,423
	1927	42	12,718	2,236	14,954	41,903	49,922
	1928	22	4,412	98	4,510	13,325	15,365
	1929	21	5,217	300	5,517	16,327	18,865
	1930	14	2,454	18	2,472	7,398	7,760
Over 3 days and less than 1 week (6 days)	1926	25	6,045	1,344	7,389	31,925	31,049
	1927	41	10,370	1,175	11,545	59,708	57,751
	1928	16	2,430	25	2,455	11,372	12,756
	1929	31	7,721	799	8,520	34,049	33,949
	1930	16	3,233	105	3,338	14,193	16,774
1 week and less than 2 weeks	1926	47	7,343	1,283	8,626	62,451	63,894
	1927	50	64,722	3,076	67,798	444,500	380,956
	1928	33	4,891	657	5,548	50,642	62,982
	1929	23	5,540	201	5,741	47,784	51,893
	1930	20	2,897	492	3,389	25,018	25,245
2 weeks and less than 4 weeks	1926	34	4,741	1,878	6,619	105,505	106,189
	1927	49	6,162	17,209	23,371	305,469	304,653
	1928	33	6,659	1,777	8,436	182,366	180,034
	1929	11	1,506	239	1,745	27,752	28,454
	1930	13	2,895	419	3,314	47,444	53,860
4 weeks and less than 8 weeks	1926	20	11,336	14,484	25,820	793,621	863,672
	1927	25	9,018	11,870	20,888	658,908	664,597
	1928	19	9,300	3,427	12,727	322,445	290,830
	1929	6	154	87	241	5,262	5,812
	1930	6	2,668	360	3,028	73,514	70,453
8 weeks and over	1926	11	1,715	717	2,432	229,674	231,569
	1927	8	944	124	1,068	125,327	125,163
	1928	14	1,667	3,480	5,147	179,455	178,160
	1929	10	15,114	14,179	29,293	4,266,738	4,353,187
	1930	8	11,470	223	11,693	1,311,712	1,382,853
Total	1926	360	80,768	32,266	113,034	1,310,261	1,415,813
	1927	441	167,581	43,176	210,757	1,713,681	1,876,696
	1928	287	82,349	14,073	96,422	777,278	775,859
	1929	259	87,493	17,111	104,604	4,461,478	4,669,305
	1930	183	51,972	2,250	54,222	1,611,241	1,592,342

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

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

Causes of Industrial Disputes.—Australia, 1913, and 1924 to 1930.

Causes of Disputes.	1913.	1924.	1925.	1926.	1927.	1928.	1929.	1930.
NUMBER OF DISPUTES.								
1. Wages—								
(a) For increase ..	42	44	33	23	24	8	8	..
(b) Against decrease ..	4	7	5	5	4	3	6	9
(c) Other wage questions ..	31	95	99	67	66	39	45	44
2. Hours of Labour								
(a) For reduction ..	3	2	4	13	14	2	6	4
(b) Other disputes re hours ..	7	4	6	2	4	2	2	..
3. Trade Unionism—								
(a) Against employment of non-unionists ..	8	6	8	5	12	6	3	..
(b) Other union questions ..	5	31	27	22	24	11	12	20
4. Employment of particular classes or persons ..	44	137	118	108	152	105	87	48
5. Working conditions ..	51	111	106	46	72	48	31	27
6. Sympathetic ..	5	8	16	8	6	9	6	11
7. Other causes ..	8	59	77	61	64	54	53	20
Total ..	208	504	499	360	441	287	259	183

NUMBER OF WORKPEOPLE INVOLVED.

1. Wages—								
(a) For increase ..	8,633	8,312	23,443	17,046	7,810	2,776	1,414	..
(b) Against decrease ..	563	1,113	1,123	1,275	300	1,817	10,532	12,324
(c) Other wage questions ..	7,160	30,585	81,387	18,883	20,297	17,057	8,742	12,666
2. Hours of Labour—								
(a) For reduction ..	460	1,328	462	9,730	7,813	61	21,646	4,334
(b) Other disputes re hours ..	1,819	1,172	2,666	290	238	1,006	2,007	..
3. Trade Unionism—								
(a) Against employment of non-unionists ..	5,379	1,005	1,692	125	4,432	193	103	..
(b) Other union questions ..	1,418	12,078	10,957	3,790	25,848	2,311	4,347	4,180
4. Employment of particular classes or persons ..	11,370	39,839	36,075	25,165	55,174	35,370	22,933	7,751
5. Working conditions ..	10,755	36,630	36,084	12,839	29,768	14,189	4,872	4,276
6. Sympathetic ..	947	436	5,328	3,499	1,484	6,123	11,604	4,010
7. Other causes ..	1,758	19,948	26,677	20,342	48,039	16,032	16,524	4,181
Total ..	50,233	152,446	176,746	113,034	200,757	90,422	104,604	54,222

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

Causes of Industrial Disputes.—Australia 1913, and 1924 to 1930—continued.

Causes of Disputes.	1913.	1924.	1925.	1926.	1927.	1928.	1929.	1930.
NUMBER OF WORKING DAYS LOST.								
1. Wages—								
(a) For increase ..	100,069	120,317	209,356	590,183	150,691	6,548	7,433	
(b) Against decrease ..	9,438	13,553	24,352	2,573	2,578	3,824	2,332,157	1,227,808
(c) Other wage questions ..	78,183	111,013	154,169	82,898	83,831	80,755	47,261	113,102
2. Hours of Labour—								
(a) For reduction ..	2,774	130,440	12,616	280,152	305,782	725	1,387,196	63,583
(b) Other disputes re hours ..	15,111	42,441	16,178	290	4,487	2,687	3,183	
3. Trade Unionism—								
(a) Against employment of non-unionists ..	91,002	2,555	14,764	1,623	82,156	2,137	424	
(b) Other union questions ..	32,338	40,040	105,195	15,607	204,802	8,900	49,921	50,225
4. Employment of particular classes or persons ..	191,723	253,779	214,738	114,917	310,425	423,555	78,492	24,683
5. Working conditions ..	75,562	124,041	150,325	123,300	303,788	98,552	8,545	8,551
6. Sympathetic ..	24,066	920	41,048	38,381	3,573	106,358	23,482	17,648
7. Other causes ..	5,212	79,935	186,616	70,247	261,468	42,957	23,381	5,641
Total ..	623,528	918,646	1,128,570	1,310,291	1,713,681	777,278	4,461,478	1,511,241

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

The number of disputes concerning "wages" in 1930 was 53, representing 29 per cent. of the total disputes. Under the heading "Employment of particular classes or persons" are stoppages of work for the purpose of protesting against the dismissal of fellow workpeople who were considered to have been unfairly treated or victimized. This class of dispute occurs frequently in the coal-mining industry. Disputes over "Employment" questions in 1930 numbered 48, or 26 per cent. of the total, and over "Working Conditions" 27, or 15 per cent. Disputes classified under these three headings numbered 128, or 70 per cent. of the total dislocations during the year.

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

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

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

(ii.) *Results in each State, 1930.*—The following table shows the industrial disputes during 1930, classified according to results.

Industrial Disputes—States, Results, 1930.^a

State or Territory.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
New South Wales	33	101	18	1	3,929	40,600	2,865	520	12,915	1,304,820	16,229	13,000
Victoria	2	2	3	..	..	168	240	..	..	163	7,578	..
Queensland	2	6	1	..	74	1,087	120	..	322	3,459	1,200	..
South Australia	..	6	..	..	..	2,859	..	..	..	22,557	..	..
Western Australia	..	1	1	..	..	450	18	..	..	27,000	72	..
Tasmania	1	1	1	..	130	40	100	..	260	40	100	..
N. Territory	..	..	..	..	..	..	..	..	..	..	..	..
F. C. Territory	..	..	..	..	..	..	..	..	..	..	..	..
Total, Aust a & b	36	117	24	1	4,133	45,204	3,343	520	13,497	1,358,044	25,177	13,000

^a The following are the particulars of disputes which were incomplete at the 31st December, 1930, which should be added to the above figures to effect a balance with those published in the preceding tables:—

State.	Number.	No. of Establs.	Workpeople.	Working Days Lost.	Wages.
New South Wales	3	3	655	96,402	101,949
Queensland	1	20	350	4,900	5,200
South Australia	1	1	17	221	214
Total	5	24	1,022	101,523	107,363

^b See note to table on page 78.

(iii.) *Australia, 1930.*—The following table shows the number of disputes, number of workpeople involved, and the total number of working days lost, in disputes in Australia during the year 1930, classified according to cause and result of dispute.

Industrial Disputes—Causes and Results, Australia, 1930.^a

Classified according to Causes and Results.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
Wages—												
(a) For increase	..	..	..	..	..	..	..	..	..	..	..	..
(b) Against decrease	..	7	..	..	..	12,340	..	..	..	1,199,190	..	..
(c) Other wage questions	5	32	5	1	451	10,873	362	520	3,723	16,309	8,365	13,000
Hours of Labour—												
(a) For reduction	2	2	..	..	134	4,200	..	..	2,583	61,000	..	..
(b) Other disputes as to hours	..	..	..	..	..	..	..	..	..	..	..	..
Trade Unionism—												
(a) Against employment of non-unionists	..	..	..	..	..	..	..	..	..	..	..	..
(b) Other union questions	11	8	1	..	1,298	2,542	320	..	3,012	44,973	2,240	..
Employment of particular Classes or Persons..												
Working conditions	6	15	4	..	1,028	2,869	321	..	1,598	4,827	921	..
Sympathetic	..	11	..	..	..	4,010	..	..	..	17,648	..	..
Other Causes	2	14	4	..	192	3,361	638	..	192	4,195	1,254	..
Total a & b	36	117	24	1	4,133	45,204	3,343	520	13,497	1,358,044	25,177	13,000

^a See note to table on page 78.

^b See note a to table above.

(iv) *Australia, 1926 to 1930.*—(b) The following table shows the number of disputes, number of workpeople involved, and the number of working days lost in disputes in Australia during the five years 1926–1930, classified according to results :—

Industrial Disputes—Results, Australia, 1926 to 1930.(b)

Year.	Number.				Workpeople Involved.				Working Days Lost.			
	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.	In favour of Workpeople.	In favour of Employer.	Compromise.	Indefinite.
1926 ..	72	243	30	11	11,631	85,115	14,220	1,623	73,313	861,098	257,004	21,486
1927 ..	83	307	35	5	28,005	152,420	18,571	995	207,009	1,198,183	294,102	10,285
1928 ..	39	228	14	1	7,302	85,306	2,814	178	55,757	674,076	16,309	178
1929 ..	70	135	44	5	11,200	69,350	7,150	15,304	38,943	4,315,760	48,174	26,302
1930(a) ..	36	117	24	1	4,135	45,204	3,343	520	13,497	1,358,044	25,177	13,000

(a) See note on page 78.

(b) See note to first table on page 88.

The figures for the year 1929 in the table above and in the following table include the number of workpeople involved and the working days lost in 1929 in the dispute on the Northern Coalfield of New South Wales which commenced in March, 1929, and terminated in June, 1930.

Disputes resulting in favour of workpeople exceeded those resulting in favour of employers in the earlier years, but latterly the position has been reversed. The percentage in favour of employers in 1930 was 66. Many of the disputes in the coal-mining industry are of short duration, and the records show that the workpeople resumed work on antecedent conditions without apparently gaining any concessions. These disputes have been classified as terminating in favour of the employer. A number of disputes in each year resulted in a compromise, while in certain cases the heading "Indefinite" had to be adopted.

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

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

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

(ii) *Australia, 1913 and 1924 to 1930.*(a)—Information for Australia for the years specified is given hereunder :—

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1930.(a)

Methods of Settlement.	1913.	1924.	1925.	1926.	1927.	1928.	1929	1930.(b)
NUMBER OF DISPUTES.								
Negotiation—								
Direct between employers and employees or their representatives ..	119	264	209	166	229	138	130	134
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	17	20	24	16	18	8	8	3
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	19	11	12	8	13	10	3	6
By reference to Board or Court ..	22	7	2	10	19	8	1	2
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	4	12	18	18	19	6	8	..
By Filing Places of Workpeople on Strike or Locked out ..	13	6	4	6	5	10	7	9
By Closing down Establishment permanently ..	1	2	1	..	10	3	3	1
By other methods ..	13	179	226	136	122	99	96	23
Total	208	500	491	356	435	282	254	6178

NUMBER OF WORKPEOPLE INVOLVED.

Negotiation—								
Direct between employers and employees or their representatives ..	28,357	70,805	75,961	44,906	94,070	37,708	32,393	40,804
By intervention or assistance of distinctive third party—not under Commonwealth or State Industrial Act ..	3,172	4,448	12,767	17,072	5,839	1,242	19,161	196
Under State Industrial Act—								
By intervention, assistance or compulsory conference ..	6,505	2,519	1,761	988	3,763	2,009	437	3,476
By reference to Board or Court ..	12,774	2,952	208	684	4,314	2,975	56	184
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference ..	659	4,262	3,251	4,332	33,517	1,497	611	..
By Filing Places of Workpeople on Strike or Locked out ..	658	130	160	245	533	11,047	5,411	2,940
By Closing down Establishment permanently ..	170	170	28	..	1,104	266	144	40
By other methods ..	2,988	66,370	81,158	44,325	56,860	33,916	46,850	5,560
Total	60,233	151,746	176,314	112,589	200,000	95,600	103,513	53,200

(a) See note page 78.

(b) See note page 88.

Methods of Settlement of Industrial Disputes—Australia, 1913 to 1930—continued.

Methods of Settlement.	1913.	1924.	1925.	1926.	1927.	1928.	1929.	1930.
NUMBER OF WORKING DAYS LOST.								
Negotiation—								
Direct between employers and employees or their representatives	94,400	373,155	470,110	417,158	700,068	273,254	2,417,171	1,289,487
By intervention, or assistance of distinctive third party—not under Commonwealth or State Industrial Act	26,835	103,005	320,048	549,427	100,148	36,937	1,279,258	2,895
Under State Industrial Act—								
By intervention, assistance or compulsory conference	187,871	41,900	17,050	11,281	80,815	38,878	5,241	56,648
By reference to Board of Court	221,769	142,939	4,338	8,744	60,236	29,533	56	1,272
Under Commonwealth Conciliation and Arbitration Act—								
By intervention, assistance or compulsory conference	2,105	74,376	67,272	134,841	305,903	8,962	1,882	..
By Filling Places of Work-people on Strike or Locked out	14,139	3,040	1,163	2,865	9,708	266,369	610,686	34,612
By Closing down Establishment permanently	20,400	1,250	1,932	..	30,239	750	9,861	80
By other methods	56,509	150,526	180,665	118,580	422,094	96,637	100,004	24,726
Total	628,528	830,191	1,063,176	1,242,896	1,709,559	746,320	4,424,179	1,409,718

In all years shown with the exception of the year 1925 direct negotiation between employers and employees settled the majority of the disputes. During the year 1913, 57 per cent. of the total number of dislocations were settled in this manner, and the percentages in subsequent years varied between 53 in 1923, and 71 in 1915, the proportion in 1930 amounting to 75 per cent. In connexion with the comparatively large numbers of disputes classified as settled "By other methods," a large number of stoppages of work occur each year, principally at the collieries, without any cause being brought officially under the notice of the employers or their representatives. Such stoppages usually last for one day, and work is resumed on the following morning without negotiation.

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

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

During the year 1930 there were no disputes which could be considered as interstate disputes.

Particulars of interstate disputes during past years have been published in Labour Report, No. 20, and in previous issues.

§ 2. Fluctuations in Employment.

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

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

The particulars in the following tables are based on information furnished by the secretaries of trade unions, and the number of members of unions regularly reporting has now reached over 430,000. Unemployment returns are not collected from unions whose members are in permanent employment, such as railway and tramway employees, and public servants, or from unions whose members are casually employed (wharf labourers, shearers, etc.). Very few unions pay unemployment benefit, but the majority of the larger organizations have permanent secretaries and organizers who are in close touch with the members and with the state of trade in their particular industries. In many cases unemployment registers are kept, and employers apply to the union officials when labour is required. Provision is also made in the rules for members out of work to pay reduced subscriptions. It may, therefore, be claimed that percentage results based on trade union information fairly show the general trend of unemployment.

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

2. **Unemployment.**—(i) *States, 1930.*—In addition to the qualifications referred to above, allowance must be made for the circumstance that the industries included in the returns from trade unions are not quite identical in the various States. The results may, however, be taken as representing fairly well labour conditions generally. The figures in the following tables do not include persons out of work through strikes and lock-outs:—

Unemployment—States, 1930.

State.	Unions Reporting.		Unemployed.	
	Number.	Members.	Number.	Percentage.
New South Wales	112	189,569	41,319	21.7
Victoria	79	122,807	22,448	18.3
Queensland	47	54,922	5,847	10.7
South Australia	59	34,648	8,050	23.3
Western Australia	62	27,689	5,339	19.2
Tasmania	36	9,239	1,764	19.1
Australia	395	438,874	84,767	19.3

(ii) *Australia, 1891 to 1931 (3rd Quarter).*—The following table gives particulars for Australia for the years 1891 to 1931 (3rd Quarter) in respect of :—

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

Unemployment.—Australia—1891 to 1931 (3rd Quarter).

PARTICULARS.	Unions.	Number of Members.	UNEMPLOYED.	
			Number.	Percentage.
1891 end of year ..	25	6,445	599	9.3
1896 " " ..	25	4,227	457	10.8
1901 " " ..	39	8,710	574	6.6
1907 " " ..	51	13,179	757	5.7
1908 " " ..	68	18,685	1,117	6.0
1909 " " ..	84	21,122	1,223	5.8
1910 " " ..	109	32,995	1,857	5.6
1911 " " ..	160	67,961	3,171	4.7
1912 " " ..	464	224,023	12,441	5.6
1913 (average for year) ..	462	246,068	16,054	6.6
1914 " " ..	459	268,938	22,344	8.3
1915 " " ..	470	276,215	26,663	9.3
1916 " " ..	473	290,075	16,783	5.8
1917 " " ..	459	286,811	20,334	7.1
1918 " " ..	478	299,793	17,536	5.8
1919 " " ..	464	310,145	20,507	6.6
1920 " " ..	447	341,967	22,105	6.5
1921 " " ..	449	361,744	40,549	11.2
1922 " " ..	445	380,998	35,238	9.3
1923 " " ..	436	376,567	26,672	7.1
1924 " " ..	413	397,613	35,507	8.9
1925 " " ..	380	391,380	34,620	8.8
1926 " " ..	374	415,397	29,326	7.1
1927 " " ..	375	445,985	31,032	7.0
1928 " " ..	375	423,427	45,669	10.8
1929 " " ..	392	424,093	47,359	11.1
1930 " " ..	395	438,874	84,767	19.3
1929 1st Quarter ..	375	420,756	39,159	9.3
2nd " " ..	376	409,503	40,996	10.0
3rd " " ..	388	433,388	52,480	12.1
4th " " ..	390	432,727	56,801	13.1
1930 1st " " ..	392	432,464	63,144	14.6
2nd " " ..	394	435,239	80,595	18.5
3rd " " ..	396	439,971	90,379	20.5
4th " " ..	399	447,822	104,951	23.4
1931 1st " " ..	397	440,234	113,614	25.8
2nd " " ..	397	429,687	118,424	27.6
3rd " " ..	396	426,603	120,694	28.3

3. **Unemployment by Industries.**—(i) *Australia, 1930.*—The following table shows the percentages unemployed in industrial groups. Industries in which employment is either unusually stable or exceptionally casual, such as railways, shipping, agricultural, pastoral, etc., and domestic, hotels, etc., are insufficiently represented in the returns, owing to the impossibility of securing the necessary information from the trade unions. Particulars are not, therefore, shown separately for these groups, such returns as are available being included in the last group, "Other and Miscellaneous."

Unemployment in Industrial Groups—Australia, 1930.

Industrial Group.	Number Reporting.		Unemployed.	
	Unions.	Members.	Number.	Percentage.
Manufacturing :				
I. Wood, Furniture, etc. . .	16	16,397	4,014	24.1
II. Engineering, Metal Works, etc.	64	81,093	17,088	21.1
III. Food, Drink, Tobacco, etc. . .	53	36,922	5,116	13.9
IV. Clothing, Hats, Boots, etc. . .	23	39,638	7,221	18.2
V. Books, Printing, etc.	13	20,183	1,472	7.3
VI. Other Manufacturing	63	40,214	12,866	32.0
VII. Building	46	54,736	12,904	23.6
VIII. Mining, Quarrying, etc.	19	22,981	4,288	17.6
X. Land Transport other than Rail- way and Tramway services	12	16,315	2,494	14.9
IX., XI., XII., XIII., and XIV., Other and Miscellaneous	86	110,395	17,304	15.7
All Groups	395	438,374	84,767	19.3

(ii) *Australia, 1912, and Quarterly, 1929 to 1931.*—The following table gives for various industrial groups the percentages of members of trade unions returned as unemployed during fourth quarter of 1929 to the third quarter of 1931. The percentage of unemployed at the end of 1912 is also inserted for purposes of comparison.

Unemployment.—Australia, Percentages by Industries, 1912, 1929, to 1931 (3rd Quarter).

INDUSTRIAL GROUP.	1912. End of Year.	1929.		1930.				1931.		
		4th Qtr.	3rd Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.
Manufacturing—										
I. Wood, Furniture, etc.	3.7	15.5	20.6	25.2	21.3	29.4	31.1	38.3	34.0	
II. Engineering, Metal Works . . .	7.4	15.4	16.7	20.5	21.9	25.2	27.7	30.2	31.2	
III. Food, Drink, Tobacco, etc. . .	7.3	12.8	9.3	14.2	15.4	16.8	17.4	20.7	20.5	
IV. Clothing, Hats, Boots, etc. . . .	6.3	10.0	12.5	16.7	21.0	22.6	25.9	26.7	27.4	
V. Books, Printing, etc.	2.8	3.3	3.8	6.8	8.4	10.1	12.0	14.4	15.0	
VI. Other Manufacturing	6.9	23.1	25.5	31.0	32.3	38.7	42.3	44.3	45.0	
VII. Building	5.5	14.3	17.5	23.3	25.7	27.9	30.4	32.6	33.5	
VIII. Mining, Quarrying, etc.	5.6	8.6	8.7	12.2	20.3	28.8	32.4	32.7	33.7	
X. Other Land Transport	1.1	9.0	9.0	14.6	16.7	18.5	21.9	24.0	25.5	
IX., XI., XII., XIII., and XIV., Other and Miscellaneous	5.4	11.6	12.9	15.1	16.9	17.7	19.3	19.9	20.6	
AUSTRALIA	5.6	13.1	14.6	18.5	20.5	23.4	25.3	27.6	28.3	

4. **Unemployment—States.**—The results of the quarterly investigations as to unemployment in the years 1913 to 1919 were published in Labour Reports Nos. 1 to 11, and in the Quarterly Summary of Statistics. The following table shows for each State the percentage of members of trade unions returned as unemployed quarterly during the years 1920 to 1931 (3rd Quarter):—

Unemployment.—States, Percentages Quarterly, 1920 to 1931 (3rd Quarter).

Period.	N.S.W.	Victoria.	Q'land.	S. Aust.	W. Aust.	Tasmania.	Australia.
1920 3rd Quarter	6.2	5.8	13.4	5.9	3.2	3.1	6.2
1921 3rd "	12.3	10.2	13.5	8.5	9.2	15.7	11.4
1922 3rd "	11.9	7.4	8.6	8.6	11.1	8.7	9.6
1923 3rd "	9.3	6.4	6.6	4.6	5.8	3.9	7.4
1924 3rd "	13.5	7.8	5.8	5.4	6.1	4.2	9.5
1925 3rd "	7.8	9.9	5.4	5.1	6.9	9.3	7.9
1926 3rd "	7.4	7.3	8.8	6.6	9.2	15.0	7.6
1927 1st "	7.0	4.9	6.5	3.7	5.3	6.2	5.9
2nd "	6.8	6.8	5.5	5.6	4.4	6.8	6.4
3rd "	5.3	8.1	5.5	8.9	7.1	11.2	6.7
4th "	9.1	9.8	6.2	10.7	4.9	10.1	8.9
1928 1st "	11.5	10.6	7.7	13.1	5.2	13.3	10.7
2nd "	10.9	12.2	7.1	16.1	9.5	10.7	11.2
3rd "	11.9	11.2	6.8	17.6	8.8	8.2	11.4
4th "	10.6	9.6	6.4	13.3	9.2	10.0	9.9
1929 1st "	9.7	8.6	7.1	13.2	8.5	8.7	9.8
2nd "	10.0	9.4	7.6	14.1	9.8	14.6	10.0
3rd "	12.4	13.0	6.2	17.8	9.6	15.0	12.1
4th "	13.8	18.5	7.4	17.8	11.8	15.1	13.1
1930 1st "	16.3	14.1	8.4	18.6	15.1	7.5	14.6
2nd "	21.0	17.6	10.1	21.4	18.7	13.9	18.5
3rd "	23.3	19.4	11.6	24.7	18.4	23.4	20.5
4th "	26.3	21.9	12.6	28.5	24.6	26.5	23.4
1931 1st "	29.2	24.4	14.1	30.6	26.1	26.6	25.8
2nd "	30.7	26.5	16.1	32.4	27.1	27.3	27.6
3rd "	31.6	26.8	16.9	33.3	27.9	27.3	28.3

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

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

7. **Special Legislation for Relief of Unemployment.**—(i) *General.*—The position in regard to unemployment in Australia became so serious during 1930 that the usual methods of providing funds for relief work and sustenance were found to be inadequate. The failure to obtain new money from loans

and the general depression in industry and business, due mainly to the decline in the price of primary products, brought about an economic crisis in all States of the Commonwealth. The number of persons thrown out of work increased rapidly during the early portion of the year, with little prospect of the conditions improving during the immediate future. The Governments realized that special action had to be taken to provide additional funds to relieve the distress caused by continued unemployment, as the available money was not sufficient to meet the position.

The steps taken by the Governments to provide money for the relief of unemployment, and the legislation enacted during the year for that purpose are briefly reviewed in the following statement:—

(ii) *Commonwealth*.—The Commonwealth Government made available the sum of £1,000,000 for the relief of unemployment in the States. This amount was included in the annual estimate of expenditure which was presented to Parliament and appropriated by Act No. 55 of 1930.

(iii) *New South Wales*.—Legislation enacted in this State during 1930 was as follows:—

Prevention and Relief of Unemployment Act, No. 34 of 1930, assented to 23rd June 1930.

Unemployment Relief (Tax) Act, No. 25 of 1930, assented to 16th June 1930.

Prevention and Relief of Unemployment (Amendment) Act, No. 50 of 1930, assented to 22nd December 1930.

Unemployment Relief (Tax) Amendment Act, No. 52 of 1930, assented to 22nd December 1930.

Act No. 34 of 1930.—An Act to provide for the establishment of a Council for the prevention and relief of unemployment; for the better distribution of work among persons temporarily out of employment; for the absorption of persons temporarily out of employment in public works or in private business; for the training of persons for whom no employment can be found in the industries for which they have been trained; to provide for an Unemployment Relief Fund, and for the assessment and collection of Unemployment Relief Tax; to amend the *Industrial Arbitration Act 1912*, and certain other Acts; and for purposes connected therewith.

The Council shall consist of eight members. The Colonial Treasurer, the Minister for Labour and Industry and the Minister for Local Government shall be *ex officio* members of the Council. The Governor shall appoint five other members. (Amended *vide* Act No. 50 of 1930).

The Council shall consider means for the prevention and relief of unemployment and may formulate schemes for the absorption in any public works or private enterprises of persons out of employment; investigate and approve of schemes for the relief of unemployment, including the distribution of work amongst employees in any industry and the training of persons for whom no work can be found in the industries in which they have been employed; recommend expenditure of money from the Unemployment Fund, advance money by way of loan, either with or without interest, to any Shire or Municipal Council or any public body for the purpose of carrying on any work approved by the Council or to any employer for the purpose of increasing production in any industry, for assisting in any business approved by the Council, and upon taking any security for repayment as the Council may approve or as is prescribed; enter into agreements with Shire and Municipal Councils or any public body for the purpose of carrying

out any scheme for the relief of unemployment approved by the Council ; appoint committees of the Council ; make reports to the Governor on the activities of the Council, and do any other work relating to the prevention and relief of unemployment as is prescribed.

The Governor may appoint committees consisting of representatives of employers and employees in any trade or industry for the purpose of considering the conditions of labour in such trade or industry and the means of increasing the efficiency and productivity thereof.

Where the Governor, on the advice of the Council or of the Minister, declares by notification in the *Gazette* a work to be work provided for the relief of unemployment, all wages, hours, and mode, terms and conditions of employment of any person employed upon such work shall be such as the Minister may direct. The provisions of this section shall take effect notwithstanding the conditions of employment, whether statutory or otherwise, or of any award or industrial agreement.

Shire and Municipal Councils shall furnish information relating to possibilities of employment or the number of unemployed, and as to the financial resources of the Shire or Municipal Council.

To the credit of the Unemployed Relief Fund shall be paid—(a) the proceeds of the Unemployment Relief Tax, and (b) such sums as Parliament may appropriate from the Consolidated Revenue Fund or any other account : (c) all advances made by the Colonial Treasurer to the fund to be approved by the Governor. The fund may be applied in making payments and advances to the Council for the purposes of enabling it to carry out any work or scheme for the prevention or relief of unemployment, and in repayments of advances for cost of administration of the Act, and of the collection of the Unemployment Relief Tax.

Part IV. relates to the Unemployment Relief Tax, and provides for the incidence of the tax ; the incomes on which the tax shall be levied ; the exemptions from the tax, penalties for contravention of the provisions of the Act. This part of the Act shall be read with the *Income Tax (Management) Act 1928*, and amendments.

Part V. provides for the making of Regulations not inconsistent with the Act, prescribing all matters which are required or permitted to be prescribed or which are necessary for carrying out or giving effect to the Act.

Act No. 50 of 1930.—This measure amended Act No. 34 of 1930. The Council for the prevention and relief of unemployment was reconstituted. It was provided that the members of the Council other than the Colonial Treasurer, the Minister for Labour and Industry, and the Minister for Local Government, shall cease to hold office as such members. Under the principal Act, persons whose total income from all sources did not exceed eighty pounds per annum were exempt. The amended Act omitted the word "eighty" and inserted in lieu thereof the words "one hundred". Incomes from employment at a rate of less than thirty shillings per week were exempt from tax prior to 1st January, 1931: the amending Act provides that incomes from employment at a rate of less than two pounds per week, or the equivalent hourly or daily rate so far as payments made after the 1st January, 1931, are concerned are exempt from tax.

Act No. 25 of 1930.—An Act to impose an Unemployment Relief Tax, to declare the rates at which such tax is to be levied, assessed, collected and paid. This Act shall be read with the *Prevention and Relief of Unemployment Act 1930*.

Levy and Rate of Unemployment Relief Tax—

- (a) Threepence in the £1 of the net assessable income derived by any person other than a company during the income year ending 30th June, 1930 ;
- (b) Threepence in the £1 of the net assessable income derived by every company during the income year ending 30th June, 1930 ;
- (c) Threepence in the £1 of the income from employment derived by every person other than a company during the income year commencing on 1st July, 1930.

All persons and all companies in New South Wales who received income during the year ended 30th June, 1930, were required to fill in the ordinary income tax return. Returns, however, were not required from—

- (a) Any person whose income received from all sources during the year ended 30th June, 1930, did not exceed £30.
- (b) Any person whose income derived solely from salary or wages did not exceed £250 during the year ended 30th June, 1930, and from whose salary or wages his employer is deducting the Unemployment Relief Tax.

Regulations under the Act provided for employers to keep records of payments and allowances made by him to his employees ; for employers to affix adhesive Unemployment Relief Tax Stamps upon the records of payments made by them to their employees ; for the cancellation of such stamps ; and for penalties of omission to cancel stamps, or removal or sale of such stamps.

Act No. 52 of 1930.—This Act amended Act No. 25 of 1930. The rate of tax of the net assessable income derived by any person other than a company during the income year ended 30th June, 1930, was increased to seven and one-half pence in the £1. The rate of tax on the net assessable income of every company was increased to seven and one-half pence in the £1. On incomes derived by persons from employment, the rate of tax from 1st July, 1930, to 31st December, 1930, was fixed at threepence in the £1, and from 1st January, 1931, at one shilling in the £1.

(iv) *Victoria.*—The Unemployment Relief Act, No. 3866 of 1930, dated 2nd June, provided moneys for the relief of unemployment, and The Stamps (Unemployment) Relief Act No. 3868 of 1930, of the same date imposed stamp duties on receipts for certain salaries or wages for the purpose of providing moneys for the relief of unemployment.

The Acts set out the income, salaries and wages on which the tax or stamp duties shall be charged, levied, collected, paid, &c.

Act No. 3866 provides that—Every person whose taxable income—
(a) derived or received from any source other than salary or wages—is not less than £52 and not more than £312 ; or (b) whether derived or received from salary or wages or any other source or all or some of them—is more than £312 shall be liable to pay the tax.

For the purposes of the Act every person whose gross income (whether from personal exertion, or the produce of property, or both) amounted to £50 or upwards was required to furnish a return of such income for year ending 30th June 1930. Companies were not required to furnish returns of income in its own behalf, or be liable to pay the tax under this Act.

The tax shall be payable on each £1. of the taxable income and shall be calculated at the rates per £100 as follows :—

- (a) Ten shillings on amount of taxable income not less than £52 and not more than £312, if derived from sources other than salary or wages ;
- (b) Amount of taxable income from salary or wages or any other sources—

	Rates.
Exceeding £312 but not exceeding £500	Ten shillings
Exceeding £500 but not exceeding £750	Twelve shillings
Exceeding £750 but not exceeding £1,000	Fourteen shillings
Exceeding £1,000 but not exceeding £1,200	Sixteen shillings

rising thereafter by 2s. for each rise of £200 in amount of taxable income to 26s. for £2,000 and upwards (Schedule amended—*Vide* Act No. 3948.)

All sums collected shall be paid into the consolidated revenue and an amount equal thereto shall be paid to the credit of an account called The Unemployment Relief Fund. Out of this fund the costs and expenses of administration, refunds, and such sums as the Governor-in-Council determines for providing works for the relief of unemployment and for providing sustenance for persons out of employment shall be paid.

No sustenance shall be receivable or be received by—(a) any person who has not been a bona fide resident in Victoria for a period of six months prior to the coming into operation of the Act ; or (b) any person who is in receipt of any pension (other than a pension under the law of the Commonwealth as to war pensions) income or payment at the rate of £52 a year or upwards.

Any person refusing to accept employment offered to him without reasonable excuse is debarred from employment or sustenance under the Act.

No discrimination shall be made between persons who are members of trade unions and other persons in the employment on works being carried out and in the distribution of sustenance under the Act.

All sustenance shall be distributed through such charitable organizations and benevolent societies as are approved in writing by the Charities Board of Victoria.

The Stamps (Unemployment) Relief Act No. 3868 of 1930 provides that any person whose income for the year ending 30th June, 1930, is £312 or less and consists wholly of salary or wages and is not taxed under any Act providing for unemployment relief tax shall be liable to pay stamp duty at the rate specified on the whole of his salary or wages received on or after the commencement of the Act.

A stamp duty of one penny with respect to each payment of salary or wages of not less than one pound and not more than Six pounds earned in any week, on each £1 of the amount of salary or wages so paid and on every fractional part of £1 not being less than 10s. is provided. (Rates amended—*vide* Act No. 3948).

Stamp duties under the Act shall be denoted by adhesive stamps referred to as Unemployment Relief Duty Stamps. The Act provides that receipts are to be given for salaries and wages and the persons to whom such receipts are given shall retain such receipts for a period of at least twelve months. Penalties are provided for failure or neglect to give receipts and for contravention of Act.

The Unemployment Relief Amendment Act No. 3948 which amended the Unemployment Relief Act No. 3866 of 1930 and the Stamps (Unemployment Relief) Act, No. 3868 of 1930, was assented to on the 31st December, 1930. The amended Act was retrospective in operation as from 2nd June, 1930. Provision was made for the furnishing of returns on the basis of income for the year ending 30th June, 1931, and the sections relating to taxable incomes and the application of the Public Account and the Unemployment Relief Fund were amended.

A new section was inserted providing that preference in the employment on works carried out under the Act shall be given to persons who are married or to persons on whose earnings other persons are ordinarily dependent for support.

Provision was made for the application of the Fund for the settlement of unemployed persons on available Crown land, &c.

A new schedule of rates of tax on taxable incomes was brought into operation.

The tax shall be payable on each £1 of the taxable income and shall be calculated as follows:—

Amount of Taxable Income.	Rate per £100.
Not less than £52 but not amounting to £104	Ten shillings.
Not less than £104 but not exceeding £312	Twenty-two shillings and sixpence.
Exceeding £312 but not exceeding £500..	Twenty-two shillings and sixpence.
Exceeding £500 but not exceeding £750..	Twenty-seven shillings.
Exceeding £750 but not exceeding £1,000	Thirty-one shillings and sixpence.
Exceeding £1,000 but not exceeding £1,200	Thirty-six shillings.

rising thereafter by 4/6 for each rise of £200 in amount of taxable income to 58/6 for incomes of £2,000 and upwards.

The rates of unemployment stamp tax in Act No. 3868 were amended and the following rates were substituted:—(1) With respect to each payment of salary or wages of not less than £1 and not amounting to £2 earned in any week—a stamp duty of one penny on each £1 and on every fractional part of £1 not being less than 10s.; (2) with respect to each payment of salary or wages of not less than £2 and not more than £6 earned in any week—a stamp duty of one penny on each 6s. of the amount of salary or wages so paid and on every fractional part of 6s. These stamp duties were charged on and from the 13th January, 1931, until 31st August, 1931.

The Governor-in-Council may appoint a Board to be called the Unemployment Relief Works Board, which shall consist of six members of whom two shall be responsible Ministers of the Crown; one representative of rural industries; one of commerce; one of employees; and one a member of the Charities Board of Victoria.

The Board shall consider and recommend methods for the prevention and relief of unemployment, and exercise any other powers prescribed by order of the Governor in Council relating thereto.

The Act provides that the daily rate of pay of, and the work allotted to, persons employed on any works for the relief of unemployment shall in all cases be as recommended by the Board, but shall not be greater than—
(a) In the case of work outside the metropolis the lowest monetary equivalent

of the index figure published by the Commonwealth Statistician relating to the cost of living and representing the weighted average for four towns in Victoria (excluding the capital city) in respect of the quarter ended 30th September, 1930; (b) in the case of work inside the metropolis the lowest monetary equivalent of the index figure representing the weighted average for the capital city for quarter ended 30th September, 1930. Provided that such rates respectively shall subsequently be subject to adjustment on each succeeding first day of February, May, August and November in accordance with the like respective figures.

The Act provides that the Board in allotting work shall not recommend that any person employed in the metropolis shall be employed for more than three days' work in any one week or more than four days in any one week if employed outside the metropolis.

The Minister may be authorized to arrange for the use and occupation of or the lease of any suitable lands or buildings for the purpose of establishing and maintaining camps or homes for the reception and accommodation of unemployed workers who are unmarried. Overseers and officers for such camps or homes may be appointed and regulations made with respect to admission of unemployed workers, accommodation, sanitation, etc.

(v) *Queensland*.—The Income (Unemployment Relief) Tax Act of 1930 was designed to alleviate unemployment; to encourage employment; to impose an Income (Unemployment Relief) Tax; to provide for the assessment and collection of such tax, and for other purposes. This Act was assented to on the 29th July.

The Director of Labour shall administer and carry out Part III. of the Act:—Income from Employment—Levy and Collection of Tax. Incomes from employment shall be subject to tax. The following incomes shall not be subject to the tax:—Invalid and old-age pensions; payments pursuant to the Workers' Compensation Acts for death or accident; war pensions and war gratuities; allowances under the State Children Act, and charitable allowances paid to natural and foster-mothers by the Home Department; unemployment sustenance payments under the Unemployed Workers' Insurance Acts; and allowances in the nature of rations granted as Government relief.

The Income (Unemployed Relief) Tax is at the following rate:—The sum of one penny for every six shillings and eightpence (or where there is a fractional part of six shillings and eightpence, one penny for every such fractional part of six shillings and eightpence over and above the sum of three shillings and fourpence) of the income from employment of every person. The first levy of the tax commenced and took effect in respect of income from employment from 1st August, 1930.

Income from employment means income earned in or derived in or from whatever source in Queensland and consisting of earnings, salary, wages, etc., or consideration whatsoever (whether in cash or kind) paid, given or rendered, whether at once or from time to time or at intervals of time, for any employment, service, work, or labour rendered or done by any person in the capacity of an employee.

Every employer shall collect from his employees such tax in relation to his employees, and every employee shall pay to his employer the amount of the tax. Such collections and payments of tax shall be made at the time of such payments of such income from employment. The employer shall remit tax so collected to the Director of Labour. Every employer shall keep such record as is prescribed of the income from employment paid by him to

his employees and shall affix to such record the prescribed adhesive unemployment relief tax stamps upon such payments and cancel such stamps as prescribed. Penalties are provided in the Act for persons failing to pay tax, and for employers who fail to furnish returns, for persons making false statements relating to wages and for evasion of the full tax, etc.

The Commissioner of Taxes administers Part IV. of the Act, relating to the levy and collection of tax on income other than income from employment.

Returns of income are required from every person whose gross income (whether from personal exertion or income from the produce of property or both) for the income year ending 30th June, 1930, amounted to one pound or upwards (excluding income from employment). Such taxable income shall be subject to a tax of one penny for every six shillings and eightpence (or, where there is a fractional part of six shillings and eightpence, one penny for every such fractional part of six shillings and eightpence over and above the sum of three shillings and fourpence). It was provided that for the purposes of the first assessment the taxable income shall be only eleven-twelfths of such taxable income, and tax shall be charged and paid on such eleven-twelfths of such taxable income. Incomes of companies are taxed at the same rate and according to the same conditions. On and from 1st August, 1930, persons paying rent and/or interest amounting to one pound or upwards to any person residing beyond Queensland or which is required to be remitted beyond Queensland shall, before paying such interest and/or rent, pay tax to the Commissioner at the rate previously mentioned.

The Act provides that Commonwealth officers shall furnish returns of income and be liable to the tax, provided that the taxation of such officers shall in no case be at a higher rate or to a greater extent than is imposed on other salaries of the same amount earned in the State.

A fund called the Unemployment Relief Fund shall be created at the Treasury. All sums charged, levied, collected, and paid under the Act shall be paid into the fund. Out of the fund shall be paid—costs and expenses of administration; refunds or moneys overpaid; portion to be applied in and for relief of unemployment and/or in aid of the distress among female workers; grants or loans to any public authority, including a local authority or joint authority, &c., for the purposes of creating employment and the concomitant relief of unemployment.

The Governor in Council may appoint a Board to be called the Central Relief Board consisting of such persons as he may approve for the purpose of making inquiries and investigations and assisting the Minister in the operations of the Act. Local Relief Boards may be appointed in any local authority or other prescribed area. The duties of the Central Relief Board shall be to report from time to time as to the best means of regulating employment or for alleviating unemployment; to aid in the dissemination of information as to the labour market generally, and to perform and undertake such powers and duties as may be delegated by the Minister.

The Unemployed Workers Insurance and Income (Unemployment Relief) Tax Acts Amendment Act, No. 38 of 1930, assented to on the 24th December, 1930, amends The Unemployed Workers' Insurance Acts 1922 to 1927, and the Income (Unemployment Relief) Tax Act of 1930.

Section five of the Unemployed Workers' Insurance Act was amended by inserting the following words:—If at any time the Governor in Council is satisfied that the moneys to the credit of the fund or from time to time payable to the credit thereof are or are likely to be or become insufficient

to meet the sustenance allowances and other expenditures under this Act payable out of the fund the Governor in Council may—(a) authorize the granting of a loan to the fund by the Treasury in such amount and subject to such terms, provisions, etc., as to repayment, together with interest (if any), or otherwise as may be deemed necessary; or (b) by Order in Council published in the *Gazette* give such directions (including, if deemed necessary, an increase in the rates of contribution during a specified period) as will in his judgment ensure the sufficiency of the fund for the purposes aforesaid; and all such directions shall be obeyed by all persons concerned.

Sub-section 4 of Section 14 was amended by the addition of a new paragraph as follows:—Notwithstanding anything to the contrary in the Act, no person shall be entitled to receive sustenance allowance whose earnings during the twelve months preceding the date of his application for sustenance allowance exceeded the sum of £220. Should this provision cause unreasonable distress or hardship the Council may, in its discretion, grant sustenance allowance to such amount as the Council considers desirable.

Sections in the Income (Unemployment Relief) Tax Act of 1930 relating to exemptions and taxable incomes were amended.

(vi) *South Australia*.—The *Unemployment Relief Council Act 1930, No. 1965*, assented to on the 12th November, 1930, establishes a Council for the purpose of devising and carrying into execution proposals for the relief of unemployment, and for purposes incidental thereto.

The Council shall consist of five members appointed by the Governor.

The powers and duties of the Council are—to make any arrangements which it thinks proper for assisting persons to obtain employment or for providing employment or for raising money for the relief of unemployed persons or for providing unemployed persons with the necessities of life; to expend in such manner as it thinks will assist unemployed persons to the greatest extent, such moneys as are paid to it by the Treasurer of the State pursuant to any Act providing for the expenditure of money for the relief or benefit of unemployed persons; to take such steps as it thinks fit to co-ordinate the activities of persons, associations, and Government departments affording relief or help to unemployed persons, or carrying on any activity for the benefit of unemployed persons, and to prevent the duplication of such activities.

The Act provides that no relief shall be afforded to any person by the Council or by the Children's Welfare and Public Relief Board unless—(a) the said person carries out some work if directed by the Council or Board in return for such relief; or the said person is certified by an officer as being a person who by reason of age, sex, or any physical infirmity, or other sufficient reason is unable to carry out any work, or the Council or Board is unable to provide work for such person.

The moneys required for the purposes of this Act shall be paid out of the moneys voted by Parliament for those purposes.

(vii) *Western Australia*.—Special legislation relating to the relief of unemployment was not enacted during 1930 in this State. The State Government made funds available for the relief of unemployment, and special funds were created by the Lord Mayor of Perth for the purpose of providing sustenance to needy unemployed.

(viii) *Tasmania*.—The *Unemployed (Assistance to Primary Producers) Relief Act No. 2, 1930*, dated 2nd August, authorizes the raising of a sum

of £20,000 for assistance to primary producers to enable them to provide work for unemployed persons in certain cases. The Act shall be administered by the Board of Management of the Agricultural Bank.

The Board may make an advance, by way of loan, out of moneys at its disposal to any person who satisfies the Board that he—

- (a) is engaged in any primary industry in the State ;
- (b) requires such advance to enable him to effect permanent improvements to the satisfaction of the Board to the property upon which such primary industry is carried on ; and
- (c) is employing, or proposes to employ, therein persons eligible for employment.

Any person shall be eligible for employment in accordance with the provisions of the Act if at the date of his engagement his name is, and for not less than ten days immediately preceding that date has been, recorded in good faith in the books of the Industrial Department or of the council clerk of any municipality as that of a person unemployed.

Every advance shall be applied in accordance with the Act in or towards effecting such improvements, and (with certain specified exceptions) the full amount shall be used in payment of wages to persons employed in accordance with the provisions laid down.

Every advance shall be made upon such terms and conditions as the Board shall in each case determine, and shall be repayable within such period, not exceeding ten years, and such terms and conditions may provide for the remuneration to be payable to any person to be employed by means of such advance. The Board may require that persons obtaining advances shall effect a policy of insurance under the provisions of the Workers' Compensation Act on employees engaged by means of such advance. Interest at the rate of five per centum per annum shall be payable half-yearly on every advance.

The Board may require and take such security for the repayment of advances and may sue for and recover any moneys advanced under the Act.

The Treasurer may raise, borrow and receive for the purposes of the Act any sum or sums of money not exceeding in the whole the sum of £20,000.

The Unemployed (Assistance to Primary Producers) Relief Act 1930 was amended by Act No. 63 of 1930, dated 23rd December.

In the principal Act the Board had power to permit the application of a proportion, not exceeding one-fifth, of any advance to be applied in payment for materials or hire of plant for any improvements. In the amended Act the words "not exceeding one-fifth" are deleted, and the words "as the Board may think necessary" are inserted. An extension of the date for receiving applications for advances is provided in the later Act.

By the amended Act the Treasurer is empowered to raise, borrow and receive any sum or sums of money not exceeding £50,000.

The Unemployment Relief Act, No. 3 of 1930, dated 2nd August, provides for the relief of unemployment in certain cases and the appropriation of a sum of £20,000 from the Consolidated Revenue for that purpose.

The Act empowers the Minister to expend any sum or sums of money during the financial year ending 30th June, 1931, not exceeding in the whole the sum of £20,000, for or towards the execution of any public work approved by the Minister, or in such other manner as the Minister may think best for the purpose of affording assistance to unemployed persons.

In any case in which the circumstances so require, the Minister may apply any moneys at his disposal under the Act in providing sustenance for any unemployed person or to the dependents of any such person.

Out of the said sum of £20,000, the Minister shall allocate and apply any sum not exceeding £5,000 for the purpose of assisting primary producers in relieving unemployment by providing work for unemployed persons in carrying out permanent improvements to or upon the holdings of such primary producers.

All moneys required for the purposes of the Act shall be paid out of the Consolidated Revenue.

§ 3. State Free Employment Bureaux.

1. **General.**—As there is considerable diversity in the scope of the several State Employment Bureaux, as well as in the methods adopted for registration of applicants for employment, information in regard to these Bureaux obtained from reports received from the officers in charge in the respective States was published in Labour Report, No. 19. Particulars were given of the methods adopted in the several State offices concerning system of registration of applicants for employment, selection of applicants for vacant positions, systems in force for granting sustenance and food relief, and other information concerning the functions of the Bureaux. In Labour Report No. 20, particulars relating to the organization of the State Free Labour Bureaux in the several States were given.

The work in connexion with the State Employment Bureaux increased to an exceptional extent during 1930 owing to the abnormal amount of unemployment. All States were affected, and applications for registration for work and sustenance were received in increasing numbers during each succeeding quarter of the year. The peak number of applications was received during the first quarter of 1931. Skilled and semi-skilled workers, who in the past had not availed themselves of the services of the Bureaux, registered for relief work, as they found that there was little prospect of securing work in their usual occupations. Special legislation during the year for the relief of unemployment provided that registration at the Bureaux was essential before relief work or sustenance could be obtained, and this was mainly responsible for the increased registrations for employment, but prior to the enactment of such legislation in June and later months the work of the Bureaux was increasing through applications for registration.

2. **Applications and Positions Filled.**—The following table shows the number of applications for employment and from employers received at the State Free Labour Bureaux in the various States during the years 1926 to 1930. The numbers of positions to which workpeople were sent are also shown. The figures relating to applications for employment received during the year do not necessarily represent the number of individuals applying for employment since the same persons may apply more than once during the twelve months:—

State Free Employment Bureaux.—Summary, Australia, 1926 to 1930.

Year.	Applications for Employment received.	Applications from Employers received. (a)	Positions filled.
1926	192,109	67,397	84,278
1927	218,543	70,367	76,235
1928	287,834	79,197	78,274
1929	310,752	72,721	71,806
1930	668,506	143,219	154,923

(a) Exclusive of Tasmania.

3. Details for each State.—The following table shows the number of applications for employment and from employers, and the number of positions filled in each State during the year 1930 :—

State Free Employment Bureaux.—Summary, States, 1930.

State.	Applications for Employment received.	Applications from Employers received.	Positions filled.
New South Wales	250,128	101,620	106,218
Victoria	107,856	11,814	11,507
Queensland	122,792	16,898	16,898
South Australia	143,331	3,571	3,571
Western Australia	32,782	9,316	8,747
Tasmania	11,617	(a)	7,982
Total	668,506	143,219(b)	154,923

(a) Particulars not available.

(b) Exclusive of Tasmania.

4. Details in Industrial Groups.—The next table gives details for the years 1929 and 1930 in industrial groups :—

State Free Employment Bureaux.—Summary, Industrial Groups, Australia, 1929 and 1930.

Industrial Group.	1929.			1930.		
	Applications for Employment received.	Applications from Employers received. (a)	Positions filled.	Applications for Employment received.	Applications from Employers received. (a)	Positions filled.
I. Wood, Furniture, Sawmill, Timber Workers, etc.	2,038	304	329	6,098	520	504
II. Engineering, Metal Works, etc.	10,777	905	954	21,475	394	461
III. Food, Drink, Tobacco, etc.	8,701	2,000	1,057	8,598	1,827	1,851
IV. Clothing, Hats, Boots, etc.	5,788	600	684	4,325	787	797
V. Books, Printing, etc.	642	133	97	1,006	54	53
VI. Other Manufacturing	1,107	142	101	4,230	389	381
VII. Building	24,442	2,550	2,840	49,236	4,770	5,086
VIII. Mining, Quarrying, etc.	1,434	198	211	2,449	630	536
IX. Rail and Tram Services	63,222	5,158	5,160	105,577	5,346	5,299
X. Other Land Transport	2,053	661	661	9,164	3,373	3,594
XI. Shipping, Wharf Labour, etc.	159	48	42	250	167	150
XII. Pastoral, Agricultural, Rural, etc.	20,316	10,333	9,978	25,540	9,426	9,833
XIII. Domestic, Hotels, etc.	11,615	10,828	6,286	17,497	8,362	7,063
XIV. General Labour and Miscellaneous	153,508	38,681	40,516	413,021	107,274	119,325
Total	310,752	72,721	71,806	668,506	143,219	154,923

(a) Exclusive of Tasmania.

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

The majority of the workers sent to employment by State Employment Bureaux during 1930 were unskilled men, the number of general labourers and miscellaneous workers (Group XIV.) being 119,325, or 77 per cent., of the total number provided with work. Domestic workers (Group XIII.), and pastoral and agricultural labourers (Group XII.), were sent to employment in comparatively large numbers during the year. The number of skilled workers for whom positions were found was not large. As a general rule skilled workers do not register at the Bureaux until they have exhausted the usual avenues for obtaining employment in their regular trade. The great bulk of the workers who apply are unskilled, although skilled workers when they find that there is no employment in their own trade register for unskilled work. Compared with the previous year there was a large increase in 1930 in the number of registrations for employment from work people in the manufacturing and building groups.

5. **Quarterly Applications for Employment.**—The following table shows the number of applications for employment registered in each State during each of the quarters specified. A marked increase in the number of registrations occurred during 1930 and 1931. During the four quarters of 1929 the number of applications for employment remained fairly constant, but in the succeeding quarters the depressed state of trade and industry was shown by the increasing numbers of workpeople registering at the Bureaux for employment and sustenance. The number of registrations increased during each quarter of 1930 and reached its peak during the first quarter of 1931. In the second quarter the number registered declined in all States except South Australia.

State Free Employment Bureaux—Registrations for Employment—States.

Period.	New South Wales.	Victoria.	Queensland.	South Australia.	Western Australia.	Tasmania.	All States.
1929.							
1st Quarter ..	18,668	8,668	25,630	16,541	3,381	554	78,442
2nd " ..	18,918	11,187	21,494	17,733	3,610	969	73,910
3rd " ..	17,901	10,731	27,209	19,801	7,131	929	83,693
4th " ..	17,137	8,955	28,233	20,574	4,006	802	79,707
1930.							
1st " ..	27,715	10,130	29,120	22,009	5,268	1,111	95,398
2nd " ..	51,769	31,085	29,697	29,101	7,926	1,785	151,363
3rd " ..	82,575	32,506	28,310	43,389	14,364	5,178	206,322
4th " ..	88,069	34,086	85,665	48,832	5,229	3,543	215,423
1931.							
1st " ..	84,242	36,344	39,957	62,269	6,008	8,727	232,547
2nd " ..	70,344	34,589	32,037	69,144	5,068	2,927	214,109

§ 4. Industrial Accidents.

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

2. Number of Accidents reported.—The following table shows the number of accidents reported in each State during the years 1926 to 1930:—

Industrial Accidents.—Numbers, 1926 to 1930.

Particulars.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total	
No. of Fatal Accidents	1926 ..	68	23	11	18	10	7	143
	1927 ..	66	26	6	11	34	6	149
	1928 ..	55	9	16	8	6	3	97
	1929 ..	65	20	15	10	11	16	137
	1930 ..	51	10	15	1	20	7	104
No. of Accidents Incapacitating for over 14 days	1926 ..	815	523	292	331	694	67	2,752
	1927 ..	(a) 2,771	759	325	359	663	99	4,986
	1928 ..	3,003	708	273	303	354	66	5,005
	1929 ..	3,061	655	325	281	340	56	7,701
	1930 ..	5,586	531	230	219	349	79	6,994

(a) Vide remarks below.

Compared with the previous year, the number of fatal accidents reported in 1930 showed a decrease. Fatalities were less numerous in all States with the exception of Queensland and Western Australia. The number of non-fatal accidents increased in Western Australia and Tasmania, but decreased in the other States, the total for Australia being 6,994 in 1930, compared with 7,701 in 1929, a decrease of 9 per cent.

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

3. Accidents in Industrial Groups.—The next table gives the number of accidents in industrial groups for Australia during 1930.

Industrial Accidents.—Number Reported in Industrial Groups, Australia, 1930.

Industrial Group.	Fatal.	Incapacitating for over 14 days. (b)
I. Wood, Furniture, etc.	4	551
II. Engineering, etc.	1	3,547
III. Food, Drink, etc.	1	875
IV. Clothing, Hats, etc.	..	346
V. Books, Printing, etc.	..	297
VI. Other Manufacturing	5	1,323
VII. Building and Scaffolding	16	54
VIII. Mining	(a) 70	(a) 1,985
IX. Lifts	4	14
X. Miscellaneous	3	202
Total	104	6,994

(a) Includes fatal and non-fatal accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works as follows:—Fatal accidents, 3 in Western Australia; Non-fatal accidents—1,176 in New South Wales, 1 in Victoria, 6 in Western Australia, and 4 in Tasmania.

(b) Vide remarks above.

The largest number of accidents both fatal and non-fatal occurred in the mining and allied industries, the percentages being 67 for fatal and 28 for non-fatal on the respective totals recorded for all industrial accidents. Sixteen fatal accidents occurred in connexion with building and scaffolding, and four deaths were due to lift accidents. Eleven fatal and 4,739 non-fatal accidents were reported in the manufacturing industries, the largest number occurring in the engineering and metal-working group.

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

(ii) *Classification.*—The following tables give particulars of mining accidents reported to the Mines Departments and to Inspectors of Factories concerning accidents in ore-dressing, smelting and metallurgical works, in each State during the year 1930.

Mining Accidents.—Classification according to Causes, 1930.(a)
A.—Fatal Accidents.

Cause of Accident.	N.S.W.	Vic.	Q'land.	S.A.	W.A.	Tas.	Total.
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	4	..	1	..	3	..	8
" " Falls of Ground ..	..	..	..	..	5	2	12
" " Falling down shafts, etc ..	4	..	2	..	3	..	9
Other Accidents .. .. .	..	..	2	..	..	1	3
2. Above Ground—							
Accidents caused by machinery in motion ..	..	..	..	1	2	..	2
Other Accidents .. .. .	..	..	1	1	1	..	3
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
	5	2	1	..	3	2	13
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	..	..	..	..	..	..
Accidents caused by Explosives (Dynamite, etc.) ..	1	1	..	..	..	..	2
Accidents caused by Falls of Earth ..	9	1	2	..	..	..	12
Other Accidents	5	..	1	..	..	..	6
2. Above Ground—							
Accidents caused by Machinery in Motion	1	1	..	..	..	..	2
Other Accidents	3	..	..	..	..	..	3
Total	32	5	10	1	17	5	70

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

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

Cause of Accident.	N.S.W. (a)	Vic.	Q'land.	S.A.	W.A.	Tas.	Total: (b)
METALLIFEROUS MINES.							
1. Below Ground—							
Accidents caused by Explosives ..	2	1	2	..	9	2	16
" " Falls of Ground ..	7	..	..	..	10	..	17
" " Falling Down Shafts, etc ..	4	..	1	2	4	..	11
Other Accidents	19	..	15	..	102	21	157
2. Above Ground—							
Accidents caused by Machinery in Motion	4	..	..	1	5	..	10
Other Accidents	7	..	2	10	78	3	100
3. Accidents in Batteries, Ore-dressing, Smelting and other Metallurgical Works, etc.							
	1,186	9	2	132	19	28	1,376
COAL MINES.							
1. Below Ground—							
Accidents caused by Mine Explosions (Fire Damp, etc.) ..	..	1	1	..	..	..	2
Accidents caused by Explosives (Dynamite, etc.) ..	9	3	1	..	..	1	14
Accidents caused by Falls of Earth ..	18	2	22	..	25	..	67
Other Accidents	21	4	69	..	71	3	168
2. Above Ground—							
Accidents caused by Machinery in Motion	3	1	2	..	3	..	9
Other Accidents	8	2	12	..	15	1	38
Total	1,285	23	129	145	341	59	1,935

(a) Complete reports not available. (b) Inclusive of 1,187 accidents reported by Chief Inspectors of Factories as having occurred in ore-dressing, smelting and metallurgical works.

The number of fatal mining accidents occurring below ground in Australia during the year was 47 as compared with 23 above ground. Fatal accidents in ore-dressing, smelting and metallurgical works during 1930 numbered 13, as against 27 in metalliferous mines, and 20 in coal mines. The total number of non-fatal accidents reported by Mining Departments and Inspectors of Factories in connexion with batteries, ore-dressing, smelting, etc., was 1,376. The number of non-fatal mining accidents below ground was 452 and above ground 157.

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